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ORGANIZATION AND ADMINISTRATION OF THE EDUCATION DEPARTMENT

BY

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PREFACE

THE work of the Education Department of a municipal council or a county council is a twentieth century development in local government.

County and borough councils, with some urban district councils, were made Local Education Authorities by the Education Act of 1902; the powers and duties of School Boards were transferred to them, but many other powers and duties were added thereto; and further Education Acts have materially increased the powers and duties of the Education Authorities.

• It is hoped that this volume of the "Municipal Series" will meet a real need, for there does not appear to be any book of similar scope obtainable to assist those engaged in the administration of the various Education Acts. A book of this type should be in every education office for the use of members of the staff.

The book should prove of great service also to those members of Education Committees, with governors and managers of schools, who wish to understand thoroughly the work in which they are engaged, while, as implied above, to those employed in an education office, from the junior clerk to the chief assistant, it should be of inestimable value.

Probably the book will be of service to many members of the Teaching Profession, giving them an insight into the administrative side of educational work.

An endeavour has been made to treat each section of the work of the Education Department in an understandable manner, and brief historical references are given where it is thought that this will conduce to a more intelligent appreciation of the present-day methods adopted for educational administration.

A. E. IKIN

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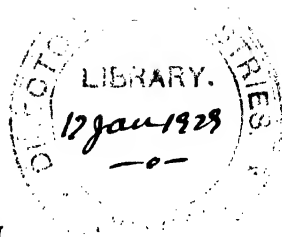
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ORGANIZATION AND ADMINISTRATION OF THE EDUCATION DEPARTMENT

CHAPTER I

INTRODUCTION

1. No Traditional Procedure in the Education Department.

THE Education Department of a local authority has no long years of traditional procedure such as that which may have grown up in the Town Clerk's Department in a borough, nor like that which is associated with the office of the Clerk of the Peace in a county.

It is only since the Education Act of 1902 that the complete educational work in the area of a county or borough council has been under the control of that council ; although after the passing of the Technical Instruction Acts of 1889-90-91 technical instruction came under the control of county and borough councils, and, in a limited degree, of certain urban district councils.

2. Work of Education Department is Supervised by Central Authority.

The ultimate working of the Education Department differs from that of some departments of municipal or council work (e.g. Tramways Department or Gas Department) in that there is so much supervision and control of its activities by Central Government Departments. The sanction of the Ministry of Health is required for the raising of a loan for an extension of the gasworks or other purpose, but excluding this, the work of the Gas Department is

entirely under the control of the council. In the case of the Education Department, its general policy is controlled, and also the details of the working out of that policy are controlled from London.

The Board of Education exercises control over educational policy and administration for the greater part of the work of the department, and pays a certain proportion of the cost of education in each area.

Under the Ministry of Health Act, 1919, the medical work of the Education Department is supervised and controlled by the Board of Education, acting temporarily for the Ministry of Health, so far as these particular duties are concerned.

The Ministry of Health exercises control over the raising of loans for the purchase of school sites or for the building and equipment of educational institutions or for other forms of capital expenditure, and also audits the Education Department Accounts, examining them with great stringency to see that no payments have been made which have not been authorized by minute of the council or Education Committee, and that no payment is made, even under such minutes, which has not statutory authority.

In addition, some of the duties performed in connection with unemployed juveniles, in providing for their education, or in assisting them to obtain suitable employment, are under the joint control of the Board of Education and the Ministry of Labour.

The net result appears to be that though there is a large amount of local effort and initiative, this is developed under the guidance and control of a central authority.

3. Knowledge of Relations Between Central and Local Authority Necessary.

In order to get a clear understanding of the work of the Education Department, it is essential that the relative positions of these various Central Government

Departments and of the Local Government Department, should be considered.

It is necessary for each person at work in the Education Department to have some knowledge of the whole scheme of administration and control in order that, while engaged in one section of the work of the Education Department, he may understand better the connection of his particular duties with the whole, and become an intelligent officer rather than merely a mechanical routine office employee.

Further, a knowledge of the relative position of the Education Committee and the various supervising Central Government Departments will be of special value to members of Local Education Authorities, for they can realize better the limited extent of their ultimate powers and duties, and the necessity for a good understanding and for active co-operation between the Central and Local Education Authorities.

In addition the teachers engaged in the schools will have a better understanding of the whole educational system of which their work forms an important part if they have a knowledge of the work of the Education Department and of the authorities which supervise the working of the Department.

CHAPTER II

CENTRAL EDUCATION AUTHORITY

4. Central Education Authority.

THE chief Central Education Authority is the Board of Education, which was created by the Board of Education Act, 1899.

Previous to this, governmental supervision and the granting of aid by the Government towards the cost of education, had been under the control of departments or committees of the Privy Council.

5. First Education Grant, 1833.

The first Government grant towards the cost of education in England was made in 1833 "in aid of private subscriptions for the erection of school houses for the education of the children of the poorer classes in Great Britain."

At that time, in addition to elementary schools provided in individual parishes by individuals, or from endowments, a number of elementary schools were being provided in various parts of the country by *The National Society for Promoting the Education of the Poor in the Principles of the Established Church throughout England and Wales* and the *British and Foreign School Society*. The money granted by Parliament was not paid to individuals in the separate localities where schools were to be built, but was distributed through these two societies to aid in building more "National Schools" or "British Schools," as the schools provided by these respective societies were named, and an annual grant from Parliament was continued in this way for six years.

There were about seventy Roman Catholic Elementary Schools at this time but it was not until between 1848-1850 that these schools participated in any Government grants.

6. Committee of Council on Education, 1839.

In 1839, H.M. the Queen appointed a committee of the Privy Council to deal with the education grants, and a secretary to this Committee of Council was appointed.

- This first Central Education Authority was not appointed by Parliament, but, as mentioned, by Queen Victoria. There was great Parliamentary opposition at the time to this exercise by the Queen of her Prerogative right to act by an Order in Council instead of by an Act of Parliament.

7. Education Department, 1856.

In 1856, however, an Act of Parliament created "The Education Department" of the Privy Council, and this department continued under the nominal control of the council until 1899, and during this period all reports were issued in the name of "My Lords of the Council."

Although this department of the council apparently never met, yet the official reports sent to managers of schools stated: "*My Lords* regret to find, etc. . . ." Frequently the reports stated that, unless steps were taken to remedy defects referred to in the report, "*My Lords* will be compelled to reduce the grants etc."

A similar "Establishment for the Encouragement of Science and Art" was founded by the Board of Trade, and later this became the "Science and Art Department" under the Committee of Council for Education. This department also made grants, so there were two Government departments making grants in aid of education—one for elementary education, and the other for instruction in science and art.

The Science and Art Department paid grants in accordance with the results of the examinations of individual students, and issued certificates to successful students in the "Elementary," "Advanced" or "Honours" stages of a wide range of science subjects. (See *Qualifications of Teachers* in Chapter VIII.)

8. Board of Education Act, 1899.

In 1899 the Board of Education was created by the Board of Education Act. The Board took over the duties of both the Education Department and the Science and Art Department, thus unifying the control of educational work to some extent, and in addition the same Act authorized the transfer to the Board by Orders in Council of the greater part of the powers possessed by the Charity Commissioners of supervising and controlling the use and administration of educational endowments (including the powers of the Endowed Schools Commissioners which had been transferred to the Charity Commissioners by the Endowed Schools Act of 1874).

In addition, the 1899 Board of Education Act provided similarly for the transfer to the Board of powers of dealing with agricultural education.

The powers of dealing with educational endowments were transferred to the Board by three Orders in Council in 1900, in 1901, and in 1902 respectively, so that in addition to the Board's supervising the educational work in endowed schools, the correspondence of an education officer concerning the endowments themselves is with the Board of Education, instead of with the Charity Commissioners as formerly.

The powers of transfer of agricultural education to the Board of Education have not been utilized, so that correspondence concerning this is still dealt with by the Ministry of Agriculture and Fisheries (except in the case of minor matters, such as school gardening at elementary schools).

9. The Code of Regulations for Elementary Schools.

The 1833 grants in aid of building schools, before mentioned, were increased under the Committee of Council on Education and the Education Department, and additional grants were made to aid in providing instruction in the schools when built.

Regulations were made at different times specifying the conditions under which these grants would be made. As the details of inspection of schools and school work increased, the regulations became more complicated.

To simplify matters the regulations concerning building grants, salaries of teachers, payment for examination successes of pupils, etc., were re-arranged and codified.

This *Code of Regulations for Elementary Schools* has been revised as time has shown the need for changes, but for over sixty years the public elementary schools have been conducted by school managers, by school boards (from 1870 to 1902), and by education committees (since 1902) in accordance with "The Code."

A copy of the current edition of the code must be kept in every school.

Every education officer and every school manager and teacher who has to deal with public elementary schools should make himself familiar with "The Code." This is now issued by the Board of Education, under Sect. 118 of the Education Act, 1921, as *Grant Regulations, No. 8*.

Sect. 171 (19) of the Education Act, 1921, states: "The expression 'Education Code' means the Code of the Minutes of the Board of Education for the time being in force with respect to public elementary schools."

10. Education Act, 1921.

The Education Act of 1921 consolidated the various Education Acts which had been passed from 1870 onwards. A study of this Act will show the extent of the duties of a Local Education Authority, and consequently will indicate the wide range of the work of the Education Department of a municipal (or county) office; while a study of the various "Grant Regulations" issued by the Board of Education will show how almost every detail of the work of a Local Education Authority is supervised and controlled by the Central Education Authority.

11. Composition of the Board of Education.

Under the Board of Education Act, 1899, the Board consists of the President of the Board of Education, the Lord President of the Privy Council, the Principal Secretaries of State, the First Lord of the Treasury, and the Chancellor of the Exchequer. As every one of these

members of the Board has important functions, and duties to perform in connection with his own particular office, the Board apparently never meets. (Conditions were similar under the former Committee of Council, as there is no record of more than one meeting of that committee having been called.) *

On account of this, the work is in the hands of the President of the Board, who has a seat in the Cabinet as Minister of Education.

On financial matters, however, he may consult the Chancellor of the Exchequer at such times as any special policy is under consideration which may entail additional expenditure on the part of the Board.

There is also a " Parliamentary Secretary " to the Board who is a member of the House of Commons, and in the absence of the Minister of Education (or if the Minister of Education is a member of the House of Lords) the Parliamentary Secretary answers questions on education in the House of Commons.

12. Permanent Officials of the Board of Education.

The President of the Board of Education and the Parliamentary Secretary are not permanent officers ; they are changed whenever there is a change of government.

The permanent officers of the Board at the Central Office at Whitehall include the Secretary to the Board of Education and various assistant secretaries ; there are also examiners and departmental clerks with other officers.

The visiting staff includes chief inspectors, district inspectors, inspectors, junior inspectors, and inspector's assistants. General questions of educational policy and financial matters are dealt with by the administrative staff at the Board's offices. The medical work in connection with schools is dealt with by a separate Medical Branch of the Board.

In addition, there are well-qualified architects on the staff of the Board, who examine the plans for new schools, or plans showing suggested alterations for the improvement of existing schools. There are also members of the staff who deal with legal questions which may arise in connection with educational endowments and other similar matters.

Details of the work of Local Education Authorities are dealt with by inspectors or other officers of the Board, who visit schools and other educational institutions and the offices of the Local Education Authorities to consult with and advise the Authority and the heads of the institutions on various points.

On the more important matters the inspectors report to the Board. The examiners at headquarters consider (and possibly edit) these reports, and the reports in due course are forwarded to the Local Education Authorities, frequently with a covering letter emphasizing certain points in the report and asking for observations thereon.

13. Ministry of Health.

At various times Acts of Parliament have been passed giving power to Local Authorities to deal with matters affecting the peace, health, and good government of the locality. There have been Poor Law Acts, Health Acts, etc., and during the last century there has been a tendency to place such work under the supervision of some central department or board. A Poor Law Board, or a Local Board, or a Health Authority dealt with some of these local matters, and the Home Secretary's Department dealt with others.

In 1871 the Local Government Board was formed and most of the supervisory powers over Local Government Authorities were transferred to this Board which exercised a strong control over local expenditure on relief of the poor, certain local health expenditure, etc., and instituted a searching audit by the Local Government Board's

Auditors of local authorities other than Municipal Corporations.

In 1919 the Ministry of Health was constituted, and this Ministry took over the greater part of the work of the Local Government Board, including the annual audit of the accounts of Local Education Authorities.

In addition, the Ministry was given supervisory and controlling powers over the work of medical inspection and medical treatment in schools maintained by Local Education Authorities, work which since its inception under the Education (Administrative Provisions) Act, 1907, had been under the control of the Board of Education. Pending transfer arrangements, the Board of Education are continuing to deal with this medical work, nominally for the Ministry of Health.

Further, the sanction of the Ministry of Health is required to the raising of any loan for educational purposes ; such loans can be raised only by the Council, acting as the Local Education Authority. Loans cannot be legally raised by the Education Committee ; consequently *applications for loans are made through the Clerk to the Council and not through the Director or Secretary of Education.*

The Auditors of the Ministry of Health every year examine minutely all books and papers in connection with the financial transactions of the Local Education Authorities. The strictest supervision possible is kept over the financial aspect of the work of the Authority to see that each receipt is duly credited, and that no payment is made out of either local rates or Exchequer grants which is not authorized by Act of Parliament or by departmental regulations.

CHAPTER III

LOCAL EDUCATION AUTHORITIES

14. School Boards, 1870.

PREVIOUS to 1870 elementary education was given in schools provided by voluntary effort. In many cases voluntary funds had been supplemented by Government grants in aid. Owing to the changed industrial conditions of the nineteenth century and the increase of population, voluntary effort was unable to keep pace with the educational needs of the country.

The Education Act, 1870, established school boards with a duty to provide "for every school district a sufficient amount of accommodation in public elementary schools, available for all children resident in the district for whose elementary education efficient and suitable provision is not otherwise made."

The school boards were empowered to obtain from the rates the necessary funds to provide and maintain elementary schools, and were entitled to receive Government grants in aid of their schools, under the same Code of Regulations as the managers of voluntary schools.

As they had no rate aid the managers of voluntary schools had not such large funds at their disposal as the school boards, and thus were unable to keep pace with the advances made later on, especially in the improvements in buildings and in the rates of payments to teachers. In order that the pupils in the voluntary schools should not be placed at a disadvantage through this, various attempts were made to provide additional aid (e.g. Voluntary Schools Act, 1897, since repealed), but these aid grants were not sufficient in amount to do all that the interests of the children required.

15. Limitation of Powers of School Boards.

The Education Act of 1870 made compulsory the provision of a place in an elementary school for every child, and the Education Act of 1876 made elementary education

compulsory. The Education Act of 1891 introduced free elementary education.

Various attempts were made to give to school boards the power to provide something beyond ordinary elementary education.

Two Bills were introduced in Parliament in 1887 to enable school boards to provide out of the rates for technical education. These failed to pass. In 1888 two others were introduced. The second was a Government Bill which would have authorized school boards to provide technical instruction in their own schools, and in addition would have required them, under certain conditions, to aid in the supply of technical and manual training in voluntary schools. The further stages of technical instruction, however, were to be under "the Authority empowered to carry out the Public Libraries Acts." The Bill failed to pass, owing to difficulties arising in connection with the proposal to aid voluntary schools, and to a growing feeling in some parts of the country that the school boards (especially the small school boards in rural areas) were not the most suitable bodies for the control and direction of technical instruction. Three private members' Bills were introduced in 1889 but did not pass.

In 1886 the London School Board, being unable to provide funds themselves, appealed for aid to the City and Guilds of London Institute. With funds provided by this Institute and by the Drapers' Company, six centres were equipped for workshop instruction, and pupils from both board and voluntary schools admitted. The result was so successful that "the use of tools" was recognized by the Code of 1895 as a subject of elementary education which might be taught and paid for from rates, and thus without requiring an Act of Parliament a way was found to provide some practical instruction for elementary school pupils.

Higher grade schools developed under some of the larger school boards, and grants were obtained from the Science and Art Department on the results of this department's examination.

In 1901, Mr. Cockerton, a Local Government Board Auditor for the London area, disallowed some payments made by the London School Board for science and art instruction, which he contended was not elementary

education, and could not be paid for from the school board rate. The school board appealed, but judgment was given in favour of the auditor's contention. This definite legal ruling that school boards could not provide such instruction is known as "The Cockerton Judgment."

16. Technical Instruction Committees, 1890.

In 1888 the Local Government Act was passed which created county councils and county borough councils to deal with various matters in their respective areas. It was recognized that these local authorities controlling much wider areas than the smaller rural school boards, might be suitable authorities to deal with technical instruction, and the Technical Instruction Act of 1889 authorized them to raise a rate not exceeding 1d. in the £ for the purpose of promoting technical and manual instruction in their area. This was the first legislative enactment dealing with technical education. Progress under the Act was hesitating, and little was done until the following year when an unexpected source of income was provided in addition to the inadequate penny rate.

A Bill was introduced to reduce the number of licensed houses, and in the Finance Act, 1890, certain parts of the duties on beer and spirits were set aside to provide a fund to compensate those whose licences were extinguished. The Reduction of Licences Bill failed to pass, and these special duties were unappropriated. The friends of technical education seized the opportunity, and in 1890 the Local Taxation (Customs and Excise) Act was passed for "the distribution and application of certain duties of custom and excise," and it provided that after certain payments for police work, the *residue* of the English share of these duties should be distributed between county and county borough funds and made applicable either for the relief of local rates or for the purposes of the Technical Instruction Act of 1889.

This technical instruction fund was commonly called the "Whisky Money." Funds were thus available just when reports on technical education in Germany had shown the great need for such in England, if we were to retain our industrial supremacy, and technical instruction began to develop rapidly. Work which the school boards had no power to carry out could now be commenced.

The majority of the county councils and county borough councils each set up a Technical Instruction Committee to administer the funds thus provided, and as a rule a secretary to the Technical Instruction Committee was appointed as a chief administrative officer. Technical instruction classes were formed at various centres in the areas, and in order to provide teachers for such classes, special classes were formed to enable prospective teachers to qualify themselves to give instruction.

These Technical Instruction Committees continued to do good work until the Education Act of 1902 merged their work with other forms of higher education to be carried out by the newly-created Education Committees, and under this Act the whole of the "Whisky Money" was to be available for higher education instead of part being, at the option of the council, available for relief of rates.

A few years later, when the "Whisky Money" showed signs of diminishing rapidly, and the amount available for higher education was reduced, the amount to be received by each L.E.A. was fixed at a definite sum, instead of varying with the amount of intoxicants used. (See Sect. 17 of Finance Act, 1907, and Sect. 17 of Revenue Act, 1911.)

17. Education Act, 1902.

The Education Act, 1902, abolished school boards which were able to provide elementary education only, and this only for pupils in their own schools. It did away with the Technical Instruction Committees which had provided

for technical instruction but which could not legally aid in providing other forms of secondary education.

The Act created Local Education Authorities in the place of the existing authorities with much wider powers and duties.

The reports of the Endowed School Commissioners in 1869 had drawn attention to the need for some Education Authority covering a wide area to supply and aid in the supply of secondary education, which at that time could be obtained only in localities where a grammar school or other endowed school existed, and as a rule few of these existed in the largest centres of population. No such Authority covering any wide area existed in 1869, and the Education Act of 1870 dealt only with the provision of elementary education.

The creation of county councils and county borough councils by the Local Government Act, 1888, provided Authorities dealing with wider areas. The successful working of the Technical Instruction Acts gave these Authorities experience of some form of higher education, and the Education Act of 1902 made possible the provision by these councils of secondary education (and other forms of higher education) with aid from the rates.

In addition, the provision of secondary education in Wales under the Welsh Intermediate Education Act, 1889, had proved a splendidly successful experiment in the work of providing further education by a Local Authority with a wider area than the older school boards. Under the 1902 Act, county councils and county borough councils became Local Education Authorities for their respective areas, with powers and duties to deal with both elementary and higher education.

Some of the Local Authorities objected strongly to the powers which had been exercised in their area by a local school board being transferred to the county council, and during the passage of the Bill a clause was inserted under

which some of the smaller boroughs and larger urban districts were allowed to deal with elementary education in their area, but higher education in these areas was placed under the control of the Local Education Authority for the county in whose geographical area such borough or urban district was situated.

As higher education was dealt with in Part II of the Education Act, 1902, and elementary education in Part III of the Act, it became customary to denote the Local Education Authority dealing with elementary education as a "Part III Education Authority," and the Authority dealing with higher education as a "Part II Authority."

By the consolidating Education Act of 1921, the Education Act of 1902 was repealed, and although elementary education is still dealt with to some extent in Part III of the 1921 Act ("School Attendance" is in Part IV, and Elementary Education of Defective Children" in Part V), the lesser authorities may still be called "Part III Authorities," but as higher education is dealt with in Part VI of the Act, the term "Part II Authority" is no longer applicable, although in all probability, owing to the conservative temperament of English people, we may continue to use the term after its real significance has disappeared, as being a convenient short term by which to refer to "The Authority for Higher Education in the Area."

The Education Act, 1902, in addition to giving the Local Education Authorities the powers and duties of the old school boards as regards elementary education, made it a duty that, if voluntary school managers provided and maintained school buildings, the Local Education Authorities for the area should maintain and keep efficient the elementary schools in those buildings.

The greatest extension of educational powers, however, was connected with higher education. For the first time in our history there was a Local Education Authority created with a duty to consider the educational needs of the area and to take steps to supply or aid the supply of education other than elementary, and to promote the general co-ordination of all forms of education. Just as

the 1870 Act rendered possible the provision of elementary education for all, this Act rendered possible the provision of secondary education and other forms of higher education *so far as the Local Education Authorities considered it desirable* to provide such.

18. Education Act, 1918.

The Education Act of 1918 made a still further advance, which tended to make the educational provision in each area more comprehensive and complete. It made possible the establishment of a national system of public education available for all persons capable of profiting thereby.

It became the duty of the Local Education Authorities not merely to provide elementary education and such forms of higher education as *they* considered desirable, but to prepare and submit schemes to the Board of Education providing for the progressive development and comprehensive organization of education in respect of their area.

This Act was comprehensive in its scope and filled certain gaps in the general system. Among other things it compelled a further advance to be made in the education of those who are unable for various reasons to avail themselves of the secondary or other higher education provided under the powers of the 1902 Act.

The compulsory age of attendance was raised to 14 (with powers to raise it to 15 by local by-laws), and education was made free in all elementary schools. It was enacted that practical instruction must be introduced into the curriculum at appropriate stages suitable to the ages, abilities, and requirements of the children, and courses of "advanced instruction" must be organized in public elementary schools for the older and more intelligent children. Day continuation classes were to be formed for compulsory part-time attendance of pupils from 14 to 18 (unless they had received full-time instruction to 16).

Unfortunately economic conditions have prevented the Day Continuation Classes from developing.

Further, in all schemes under the Act adequate provision must be made in order to secure that "children and young persons shall not be debarred from receiving the benefits of any form of education by which they are capable of profiting through inability to pay fees."

19. Education Act, 1921.

The Education Act, 1921, consolidated the law regarding education and repealed the preceding Education Acts which it superseded. A close study of this Act is essential for any person who wishes to obtain a good grasp of the powers and duties of a Local Education Authority.

It is nearly ninety years from the first 1833 Education Grant to the 1921 Act, but at last after various attempts and trials a national educational policy has come in sight.

20. The Councils are the Local Education Authorities.

Under Sect. 3 of the Education Act, 1921—

1. For the purposes of elementary education—

(a) The council of every county borough as respects their county borough ;

(b) The council of a borough with a population of over 10,000 at the 1901 census as respects their borough ;

(c) The council of an urban district with a population of over 20,000 at the 1901 census as respects their district ; and

(d) The council of every county as respects their county (excluding the area of any such borough or urban district) ; shall be the Local Education Authority.

2. For the purposes of higher education—

(a) The council of a county as respects their county ; and

(b) The council of a county borough as respects their borough ;

shall be the Local Education Authority, but the councils of non-county boroughs and urban districts, although not Local Education Authorities for higher education, may spend up to the amount of 1d. rate for the purposes of supplying or aiding the supply of higher education (*See* Sect. 70 (2) of 1921 Act.)

CHAPTER IV

EDUCATION COMMITTEES

21. Formation of Education Committees.

UNDER Sect. 4 of the 1921 Act—

(a) Every council having powers under this Act shall have an Education Committee.

(b) All educational matters under this or other Acts (excepting some small matters under Sect. 7 (2) of the Ministry of Agriculture and Fisheries Act, 1919) shall stand referred to the Education Committee, but this does not apply to the power of raising a rate or borrowing money. Before exercising any powers under this Act, the council shall (unless the matter is urgent) receive and consider the report of the Education Committee with respect to the matter in question.

(c) The Council may also delegate to the Education Committee, with or without any restrictions or conditions as they think fit, any such powers, except the power of raising a rate or borrowing money.

22. Composition of Education Committees.

The Education Committee must be appointed in accordance with a scheme made by the council and approved by the Board of Education ; such approved scheme then has the same effect as if enacted in the Education Act, 1921.

Under Schedule I of the 1921 Act the Education Committee must—

1. Contain a majority of members of the council (unless in the case of a county, the council determine otherwise) ;

2. Provide for the appointment by the council of persons of experience in education and of persons acquainted with the needs of the various kinds of schools in the area ; and

3. Provide for the inclusion of women as well as men among the members of the committee.

In one scheme which proposed that a committee of thirty-three members should contain the mayor of the borough, the chairman of the borough Finance Committee, and fifteen members of the council, the Board of Education refused to approve the scheme on the grounds that although the mayor of a borough is usually a member of the council, as also the chairman of the Finance Committee, yet there is nothing to compel the council to elect a member of the council as mayor, and if on some occasion some influential person in the borough who was not a member of the council should be elected as mayor, he would be a member of the committee ex-officio, and there might thus be sixteen members of the council and seventeen non-members, which would not be in accordance with the Act. The scheme ultimately adopted provided for nineteen members of the council, *including* the mayor of the borough and the chairman of the borough Finance Committee.

23. Delegation of Powers to Education Committees.

From the above it will be seen that *the council is the Local Education Authority*, and although the council must exercise its educational powers through an Education Committee, yet the way in which the Education Committee can act is affected considerably by the conditions under which such powers are delegated to them, and this has to be borne in mind throughout the work of the Education Department.

If the council has delegated, without restrictions or conditions, all its powers and duties (except the powers of raising a rate and borrowing money, which it cannot so delegate) to the Education Committee, then the decisions of the Education Committee may be considered as final. The committee may report monthly (or quarterly in a county) and the council can only accept their report; they cannot amend it. Action may be taken in the education office on committee resolutions without waiting for a council meeting.

If, however, the powers and duties are so restricted that the acts and proceedings of the committee must be submitted to the council for their approval, as in the case of a committee appointed under Sect. 22 (2) of the Municipal

Corporations Act, 1882, then the council may refer back any item of the proceedings of the report, or may by resolution refuse to accept some resolution of the committee, or if they think fit may substitute some other resolution therefor.

This question will affect the office work to some extent, as it will be necessary in important matters (e.g. acceptance of tenders) to stay action on such resolutions of the committee until they have been confirmed by the council.

24. Reports of Committees and Sub-Committees.

The form in which an Education Committee reports its proceedings is not uniform ; some committees adopt one form of report, some another. In some cases the minutes of the Education Committee, including the minutes of all sub-committees and special committees approved by the committee, are presented as a report to the council. In other cases the exact wording of the resolutions is not given, but the report to the council is a résumé of the work done, i.e., the acts and proceedings of the committee, since the last meeting of the council are not given in the form of minutes.

The former method is more frequently adopted in a borough, while the latter is more frequently adopted in a county (where the committee as a rule reports quarterly).

If the report of a sub-committee to the parent committee, or the report of a committee to the council, is presented in the form of the actual minutes, the question arises : *Can* these minutes be amended by the superior committee or by the council ? If they are a correct record of what took place, how can anyone alter that record ?

The amendment or otherwise will depend upon the occasion when the minutes are presented, whether presented as minutes for confirmation at the next subsequent meeting of the sub-committee whose minutes they are,

or whether they are presented as a report to a superior committee or to the council for adoption.

For example, if the minutes of an Evening Schools Special Committee are presented for confirmation at the next meeting of the Evening Schools Special Committee, provided they are a correct record of what took place at the preceding meeting, they cannot be altered there. If the minutes are a correct record, they can be confirmed only as such, or, if in some slight degree inaccurate, they can be amended to make them a correct record; no variation in policy can be made therein, nor can the deletion of any minute be authorized if it were duly passed.

If, however, these minutes are presented to the Higher Education Sub-committee as the report of the Evening Schools Special Sub-committee, the Higher Education Sub-committee (or the Education Committee, if the report is made direct to that committee), may adopt the various resolutions contained therein, and these thereupon become the resolutions of the superior committee to be recorded on *their* minutes.

If, however, the superior committee are not prepared to accept as their own some particular minute or resolution contained therein, they may pass a resolution to refer this particular minute back for further consideration. This is the usual course. They may, however, substitute another minute or resolution in its place as their minute on the subject.

This does not mean that they have altered the recorded minutes of the Evening Schools Committee. These minutes still remain as a correct record on that special committee's books. It means that the minutes (or resolutions) of the Higher Education Committee differ from those of the Evening Schools Committee, and so far as the executive work of the education office is concerned, the chief education officer must act in accordance with the minutes or resolutions of the superior committee.

Similarly, with regard to the report to the council of an Education Committee, which has not full executive powers delegated to it by the council. If the resolutions of the Education Committee as contained in their minutes are accepted by the council, they become the decisions or minutes or resolutions of the council.

If the council refer back some minute of the committee, this fact is recorded on the minutes of the council, and no action can be taken by the education officers on such resolution of the committee until it has received the approval of the council.

If the council pass other resolutions in the place of some resolutions or minutes of the committee, it is the resolution (or resolutions) of the council which must be acted upon.

25. Some Forms of Recording Minutes concerning Reports Received.

(a) One form of recording the report of a sub-committee on the minutes of a superior committee is as follows—

The following Report of the . . . Sub-committee was received and adopted [save and except Par. . . ., which was referred back for further consideration].

(b) If the report was in the form of the minutes of the sub-committee this might read as follows—

The following Report of the . . . Sub-committee as contained in their minutes of . . . was received and adopted [save and except minute No. . . ., which was referred back for further consideration.]

(c) Another form is—

Received the Report of the . . . Sub-committee [as contained in their minutes of . . .].

Resolved thereon . . .

In this case there would follow such of the minutes or resolutions as were adopted by the superior committee, or which were passed by the superior committee in the place of those of the sub-committee. In this way the minutes

of the superior committee may or may not coincide in form or intent with those of the sub-committee.

26. Formation of Sub-committees Necessary.

Owing to the multifarious nature of the duties of an Education Committee it is not possible, as a rule, for the committee to discharge these extensive and varied duties expeditiously and efficiently, except on the principle of the sub-division of labour. Hence an Education Committee always appoints certain sub-committees. The number of such sub-committees will depend upon the amount of work to be done. A less number of sub-committees would be required for an Education Committee in a small non-county borough or an urban district dealing with elementary education only, than would be required for a large county borough, such as, say, Birmingham, Leeds, Liverpool, or Manchester.

One point, however, should be borne in mind in forming sub-committees—there should always be at least one sub-committee (e.g. a General Purposes Committee) which consists of the whole of the members of the committee, so that if need arises it will be possible to have any contentious subject referred to that committee and for every member to take part in a discussion *in sub-committee*, instead of having no occasion, when all can take part, except at the public meeting when the Press are present.

Under the Local Authorities (Admission of Press to Meetings) Act, 1908, duly accredited representatives of the Press are entitled to be present at a meeting of the local Education Authority. If the Education Committee is dealing with matters which do not require the approval of the Council the Press may claim admission. This does not apply to the general public. They may be admitted only if the Council or Committee think fit.

27. Sub-committees of Sub-committees.

Some Education Committees have three chief sub-committees. In small areas these may not require sub-dividing, but in large areas each of these three chief

sub-committees may have a number of sub-committees with still further special committees formed in turn from these.

In a small area dealing with elementary education only we may have—

1. Elementary Education Sub-committee (sometimes called a School Management Sub-committee).

2. Attendance Sub-committee.

3. Finance and General Purposes Sub-committee.

In areas which deal with both elementary and higher education we may have—

1. Elementary Education Sub-committee.

2. Higher Education Sub-committee.

3. Finance and General Purposes Sub-committee.

In some cases, where there is a large institution for higher education, e.g. a training college, or a college of technology, there may be other chief sub-committees of the Education Committee appointed, co-ordinate with the three mentioned, which may report direct to the full Education Committee and not to the Higher Education Sub-committee. The advisability or otherwise of such a course will depend upon the relative importance of the special institution as compared with the remainder of the work of the Higher Education Sub-committee. Technically speaking, such a course is not strictly logical as all forms of education other than elementary are statutorily "*Higher Education*," but convenience sometimes supersedes logic.

In the case of one county borough there are three chief sub-committees, as mentioned above, with the following sub-divisions—

1. *Elementary Education Sub-committee.*

- (a) Attendance Special Committee.

- (b) Medical Treatment Special Committee.

2. *Higher Education Sub-committee.*

- (a) Secondary Schools Special Committees, i.e. governors of secondary schools.

- (b) Technical and Evening Schools Special Committee.

- (c) Juvenile Employment Special Committee.

3. *Finance and General Purposes Sub-committee.*

- (a) Sites and Buildings Special Committee.

- (b) Accounts Special Committee.

28. Sub-committees Existing in a Large County Borough.

In one of the largest county boroughs there are the following ten sub-committees, which report direct to the Education Committee, while the special sections thereof on sub-sub-committees report to the sub-committee with which they are connected and by whom they are appointed.

Sub-committees.	Standing Sub-sub-committees, or Sections of the Sub-committees.
1. Elementary Education Sub-committee . . .	(a) School Managers, District No. 1. (b) " " " No. 2. (c) " " " No. 3. (d) Teaching Staff. (e) Domestic Subjects.
2. Higher Education Sub-committee . . .	(a) Appointments. (b) Maintenance and Free Places.
3. Technical Education and Evening Schools Sub-committee.	(a) Salaries (Teachers). (b) School of Commerce. (c) (Technical or Trade Advisory Committees).
4. School of Art Sub-committee . . .	(Technical or Trade Advisory Committees).
5. Special Schools Sub-committee . . .	(a) Special Schools Boarding Out. (b) Special Schools Staff Selection. (c) Residential and Open-air Schools. (d) Special Schools After-care.
6. Sites and Buildings Sub-committee . . .	(a) Accounts and Repairs. (b) Caretakers.
7. Hygiene Sub-committee . . .	(a) Medical Treatment. (b) Nursery Schools.
8. Juvenile Employment and Welfare Sub-committee.	(a) Industrial Schools After-care. (b) Domestic Service. (c) District Employment Sub-committee, No. 1. (d) Ditto No. 2. (e) Ditto No. 3.
9. Attendance, Finance, and General Purposes Sub-committee.	(a) Accounts and Estimates. (b) Provision of Meals.
10. Officers' Salaries and Staffing Sub-committee.	

N.B.—It will be seen that sub-committees (3), (4), and (8) above might be logically considered as sub-divisions of a Higher Education Sub-Committee, while (5) and (7) relate chiefly to Elementary Education.

29. Sub-committees Existing in a Large County Area.

The Kent Education Committee has nine standing sub-committees to deal with educational matters in the county—

1. Elementary Education Sub-committee.
2. Secondary and University Education Sub-committee.
3. Further Education and Juvenile Welfare Sub-committee.
4. Disciplinary Sub-committee.
5. County Library Sub-committee.
6. Agricultural Education Sub-committee.
7. Finance and General Purposes Sub-committee
8. Buildings Sub-committee.
9. Stores Sub-committee.

In some of the above cases the sub-committee has appointed special sub-committees, e.g. the Finance and General Purposes Sub-committee deals with the purchase of sites through the Sites Special Sub-committee, the Secondary Sub-committee deals with the granting of higher exhibitions through a special sub-committee, and so on. Each of these special sub-committees recommends to its parent sub-committee, and thence to the County Education Committee.

30. District Committees.

In some of the larger counties the area may be divided into districts, and district committees may be formed to deal with many of the local details of the work, but these are all subordinate to the County Education Committee, and report either direct to the Education Committee or to some important sub-committee of the Education Committee.

In the county of Kent there are twenty-five District Education Committees. In each district area the district secretary is the local officer of the Kent Education Committee, and is responsible to that committee through

the director of education. In this way an attempt is made to establish effective local administrative machinery for every part of the county, and to provide a satisfactory means of co-operation with the various autonomous Local Education Authorities in the county.

● In the large county borough referred to in a previous paragraph, it will be seen that the large area covered necessitates the division of the borough into three districts, with appropriate sub-committees of sub-committees, e.g. Managers, also Juvenile Employment.

31. What Number of Sub-committees is Necessary ?

The principle to be adopted is to fit the sub-committees to the work to be done. No standardization of committee formation is possible, each arrangement must be suitable for the work of the particular area.

With too large a number of sub-committees there are difficulties in finding times for meetings without clashing of dates; there are difficulties in obtaining a sufficient attendance of *working* members at each meeting; the multiplication of necessary approvals by superior committees may lead to waste of time through re-arguing out of cases.

There is also this point to remember—the Education Committee is not the only committee of the Council, and members have to attend other committee meetings in many cases. With an insufficient number of sub-committees the meetings may be too long if the business is to be properly dealt with; or, as an alternative, the time allotted may not be sufficient for the necessary full discussion, and matters near the end of the meeting may be left over or decided upon too hurriedly.

As a working policy it is advisable to keep the number of committees or sub-committees as low as possible compatible with the efficient carrying out of the work. Too great a sub-division of the work may be as detrimental as too little.

CHAPTER V

DUTIES OF SUB-COMMITTEES

32. (A). Duties of Sub-committees in a County Borough.

THE following particulars, taken from the *Handbook of Regulations*, of a county borough Education Committee, will illustrate the various types of work of an Education Committee, and will show how in that particular area this work is allocated among the various sub-committees (or special sub-committees of sub-committees). These lists of powers and duties were drawn up by the writer of this book in 1920.

33. Powers and Duties of Three Chief Sub-committees.

(a) *Elementary Education Sub-committee.* The Elementary Education Sub-committee (formerly called the School Management Sub-committee) consists of all the members of the Education Committee. Five members form a quorum.

The powers and duties of this sub-committee are to deal with all matters connected with supplying or aiding the supply of elementary education, including the following—

1. To inquire into the needs of the borough as regards elementary education.
2. To make recommendations for the provision of new elementary schools, whether nursery, infant, junior, senior, or central schools.
3. To deal with the furnishing, equipment, organization and staffing of all new schools and institutions for elementary education.
4. To have the management and control of all schools for elementary education provided by the Education Committee.
5. To consider the reports and minutes of the managers of all elementary schools, whether the schools are provided by the Education Committee or aided but not provided by the Education Committee.
6. To consider the requirements of each school as regards the necessary staff for each department, and to approve all recommendations from managers for appointments or transfers of members of the teaching staff of elementary schools, within the powers of the Local Education Authority.
7. To recommend for appointment all Special Subjects Organizers or Teachers for elementary schools.

8. To supervise and deal with all business relating to the management and discipline of the schools and staff, except as regards matters affecting religious instruction in non-provided schools.

9. To consider all complaints made by or against teachers in elementary schools.

10. To arrange for periodical visitation of all elementary schools and the checking of school registers and other official records.

11. To consider reports from the Board of Education with reference to the management of elementary schools.

12. To obtain, consider, and recommend for acceptance tenders for the supply of school furniture and apparatus, with books, stationery, and other school materials for use in elementary schools.

13. To recommend for appointment caretakers of schools, and the wages to be paid to them; also to make arrangements for the provision of fuel, cleaning materials, and other school necessities in elementary schools.

14. To consider the report of the School Attendance Special Committee, or any other special committees which may be appointed by the Elementary Education Sub-committee.

15. To examine and pass accounts for elementary education, and to pass the same on to the Education Finance and General Purposes Sub-committee.

16. To report to the Education Committee on all business transacted by the sub-committee, and submit the same for approval.

(b) *Higher Education Sub-committee.* The Higher Education Sub-committee consists of all members of the Education Committee. Five members form a quorum.

The powers and duties of this sub-committee are to deal with the supply of education other than elementary education, including the following duties—

1. To inquire into the needs of the borough as regards education other than elementary.

2. To make recommendations for the provision of new secondary schools, technical institutions, continuation schools, or other buildings for further education which may be required.

3. To deal with the furnishing, equipment, organization, and staffing of all new institutions for education other than elementary.

4. To have the management and control of all institutions for further education provided by the Education Committee.

5. To consider the reports of all special sub-committees or bodies of governors appointed to deal with secondary schools, continuation schools (day or evening), technical and other institutions for further education, and of the special committee appointed to deal with the work of the juvenile employment bureau.

6. To organize and supervise the supply and training of teachers, bursars, and student teachers.

7. To prepare and administer schemes for aiding children and young persons to obtain any form of education other than elementary which they are capable of profiting by. Such schemes may deal with the award of scholarships, bursaries, personal allowances, or any other form of aid to pupils or students.

8. To examine and pass accounts for education other than elementary, and to pass the same to the Education, Finance and General Purposes Sub-committee.

9. To report to the Education Committee on all business transacted by the sub-committee, and submit the same for approval.

(c) *Finance and General Purposes Sub-committee.* The Finance and General Purposes Sub-committee consists of all members of the Education Committee. Five members form a quorum. The powers and duties of this sub-committee are—

1. To examine, pass, and recommend for payment all accounts.

2. To prepare estimates of income and expenditure for both capital and revenue accounts; also to estimate the probable loan requirements from time to time.

3. To have the direction of the keeping of all accounts and generally the control of all financial matters.

4. To transact all business not within the province of any other sub-committee, and to consider any business that may be referred to them from time to time by any sub-committee.

5. To transact all business which may arise from time to time, and which on account of its urgency cannot be conveniently postponed until the next following meeting of the appropriate Sub-committee or of the Education Committee.

6. To make recommendations from time to time as to the scales of salary by which teachers in elementary and secondary schools are to be paid, also at the annual revision of the salaries of such teachers to consider the reports from the managers of schools as to the efficiency or otherwise of the work of the individual teachers, and to make recommendations accordingly.

7. To report to the Education Committee on all business transacted by the sub-committee, and to submit the same for approval.

34. Powers and Duties of some Special Sub-committees of Sub-committees.

(a) *Sites and Buildings Special Sub-committee.* The Sites and Buildings Special Sub-committee is appointed by the Finance and General Purposes Sub-committee. Three members form a quorum. The powers and duties of this special sub-committee are—

1. To negotiate for the purchase of sites for new buildings for the purposes of both elementary and higher education, and for the extension or alteration of present buildings.

2. To direct the preparation of plans and obtaining of tenders in connection with any proposed new buildings or in connection with alterations or enlargements or improvements to existing buildings.

3. To supervise all schools or other buildings of the Education Committee when in course of erection or alteration, and to report from time to time as to the progress thereof.

4. To arrange for and accept transfers of elementary schools and elementary school premises.

5. To be responsible for the maintenance of all schools or other buildings belonging to the Education Committee.

6. To visit the schools and other buildings from time to time, with reference to the condition of the buildings and premises.

7. To deal with repairs to schools and other buildings belonging to the committee, and to report as to the condition of elementary schools not provided by the Education Committee which may not be kept in good repair.

8. To arrange and carry out the summer cleaning of all schools and buildings belonging to the Education Committee.

9. To recommend the appointment of officials and others engaged in connection with the erection, repair, improvement or maintenance of schools and other buildings belonging to the Education Committee : to prescribe, superintend, and regulate their duties, and to make recommendations as to their salaries or wages.

10. To examine and pass accounts in connection with the carrying out of the duties of the Sites and Buildings Special Sub-committee, and to pass the same on to the Education Finance and General Purposes Sub-committee.

11. To report to the Finance and General Purposes Sub-committee on all business transacted by the sub-committee and to submit the same for approval.

(b) *School Attendance Special Sub-committee.* The School Attendance Special Sub-committee is appointed by the Elementary Education Sub-committee. Three members form a quorum. The powers and duties of this special sub-committee are—

1. To administer the Acts of Parliament and by-laws relating to school attendance, and to institute proceedings before the magistrates when necessary in connection therewith.

2. To determine all cases of reasonable excuse for non-attendance at school with all matters arising thereon.

3. To deal with all cases of children committed to industrial schools.

4. To arrange for the attendance at suitable schools or institutions of defective children, both blind, deaf, or otherwise physically defective children, and mentally defective children.

5. To administer the Acts of Parliament and by-laws relating to the employment of children not over 14 years of age, and to deal with all matters arising thereon, and to institute proceedings before the magistrates where necessary.

This special sub-committee also acts as a Medical Inspection Sub-committee with the following duties—

6. To carry out the duties imposed upon the Education Committee by Part V of the Education Act, 1921, with regard to medical inspection and treatment of children in attendance at elementary schools, public or private.

7. To recommend the appointment of officials and others engaged in executing the powers and carrying out the duties of the sub-committee. To prescribe, superintend, and regulate their duties, and to make recommendations as to their salaries or wages.

8. To report to the Elementary Education Sub-committee on all business transacted by the special sub-committee and submit same for approval.

(c) *Juvenile Employment Special Sub-committee.* The Juvenile Employment Special Sub-committee is appointed by the Higher Education Sub-committee. Three members form a quorum. The powers and duties of this special sub-committee are—

1. To carry out the duties of the Education Committee under Sect. 107 of the Education Act, 1921, for giving assistance to young

persons under the age of 18 years with respect to the choice of suitable employment.

2. To make arrangements for granting licences for street trading under Part VIII of the Education Act, 1921, and in accordance with the by-laws of the Education Committee therefor.

3. To arrange for suitable information and advice with regard to the choice of employment to be given to boys and girls directly or through their parents, both before and after they leave school.

4. To advise children on leaving school to continue their education, and as far as possible to keep in touch (by after-care committees or otherwise) with children for whom employment has been found.

5. To report to the Higher Education Sub-committee on all business transacted by the special sub-committee, and submit the same for approval.

(d) *Continuation Schools Special Sub-committee.* The Continuation Schools Special Sub-committee was formerly called the Evening Schools Committee. It is appointed by the Higher Education Sub-committee. Three members form a quorum. The powers and duties of this special sub-committee are—

1. To deal with matters connected with the supplying or aiding the supply of education for children and young persons who have left school, but who are desirous of continuing their education.

2. To recommend what schools and classes shall be provided for day or evening continuation schools, and annually to prepare a prospectus to show the arrangements proposed.

3. To consider the requirements of each school or class as regards the necessary staff, apparatus, and equipment, and to make recommendations thereon.

4. To arrange for periodical visitation of the continuation schools or classes, and for the checking of registers.

5. To report to the Higher Education Sub-committee on all business transacted by the special sub-committee, and submit the same for approval.

35. (B). Duties of Sub-committees in a Large County Area.

The following, taken by permission from the draft scheme of the Kent Education Committee, will show the work of a county Education Committee and the method of sub-division adopted for the various sub-committees referred to in Chapter IV. (See p. 28.)

(a) Elementary Education Sub-committee.

Reference—

To deal with the following matters connected with elementary education—

1. Appointment of managers.

2. Appointment and remuneration of correspondents.

3. Qualifications, salaries, appointment, dismissal and superannuation of teachers.

4. Appointment, dismissal, and remuneration of caretakers, cleaners, etc. •

5. Regulations for the guidance of managers, correspondents, and teachers respecting the work controlled by the sub-committee.

6. Subjects of instruction.

7. Prizes. •

8. The conduct and discipline of the schools as educational institutions.

• 9. School attendance.

10. School accommodation.

11. By-laws.

12. Holidays.

13. Industrial, blind, deaf, defective, and epileptic children.

14. School medical service.

15. Provision of meals.

16. Employment of children.

17. Consideration of the equipment of schools, and of general school supplies.

18. Consideration of proposed new sites and of plans for new buildings and extensions.

19. To prepare for submission to the Finance and General Purposes Sub-committee, estimates of expenditure for the financial year in connection with all matters affecting the work of the sub-committee.

20. Local estimates of receipts and expenditure.

21. Determination of areas served by schools.

22. Transfer of voluntary schools.

(b) *Secondary and University Education Sub-committee.*

Reference—

To deal with the following matters concerning education other than elementary, so far as they affect the work of the sub-committee—

1. Matters affecting the organization, staffing, curricula, and management of secondary schools.

2. Local estimates of receipts and expenditure.

3. To prepare for submission to the Finance and General Purposes Sub-committee estimates of expenditure for the financial year in connection with all matters affecting the work of the sub-committee.

4. Qualifications, salaries, appointment, dismissal, and superannuation of teachers.

5. Appointment, dismissal, and remuneration of caretakers, servants, etc.

• 6. Training of teachers, including classes for teachers and teachers' reference library.

7. Scholarships and exhibitions (except junior technical and further education).

8. Examinations.

9. Hostels.

10. Areas served by secondary schools.

11. Grants to non-maintained secondary schools.

12. School accommodation.

13. Consideration of proposed new sites and of plans for new buildings and extensions.

14. Consideration of the equipment of secondary schools and of general school supplies.

15. Medical service in secondary schools.

16. Generally all matters affecting the organization and administration of the institutions named.

(c) Further Education and Juvenile Welfare Sub-committee.

Reference—

All matters concerning junior technical and commercial schools. To deal with the following matters concerning education other than elementary, so far as they affect the work of the sub-committee—

1. Matters affecting the organization, staffing, curricula, and management of junior and technical institutes, and of other institutes and classes for further education other than those dealt with by the Agricultural Education Sub-committee.

2. To prepare for submission to the Finance and General Purposes Sub-committee, estimates of expenditure for the financial year in connection with all matters affecting the work of the sub-committee.

3. Local estimates and receipts.

4. Qualifications, salaries, appointment, dismissal, and superannuation of teachers.

5. Appointment, dismissal, and remuneration of caretakers, servants, etc.

6. Examinations.

7. Administration of Sect. 107 of Education Act, 1921, as regards Choice of Employment.

8. Areas served by junior and technical institutes.

9. Consideration of proposed new sites and of plans for new buildings and extensions.

10. School accommodation.

11. Consideration of the equipment of junior and technical institutes.

12. Medical service in junior and technical institutes.

13. Generally all matters affecting the organization and administration of the institutions named.

14. Scholarships and exhibitions of junior technical and further education.

(d) Disciplinary Sub-committee.

Reference—

To exercise all the powers of the committee with regard to the dismissal of teachers in provided schools (both elementary and other than elementary), and consenting to the dismissal of teachers in voluntary schools, and to report their action in such matters to the committee at their next meeting.

(e) Library Sub-committee.

Reference—

To deal with all matters arising out of the scheme for the exercise of powers under the Libraries Acts, 1892 and 1919.

(f) Agricultural Education Sub-committee.

Reference—

1. To deal with all matters concerning the organization and supervision of agricultural education affecting scholars over the age of 16, and to advise the sub-committees concerned in regard to the education of scholars under that age in matters affecting the work of the sub-committee.

2. To prepare for submission to the Finance and General Purposes Sub-committees estimate of expenditure for the financial year in connection with all matters affecting the work of the sub-committee.

3. To consider local estimates of receipts and expenditure in connection with their work.

4. The sub-committee to make their recommendations direct to the Kent Education Committee, but to ensure proper educational co-ordination they shall consult other sub-committees concerned on all matters directly affecting the work of such sub-committees, and their estimates shall be submitted through the Higher Education Sub-committees.

(g) Buildings Sub-committee.

Reference—

1. At the request of and in consultation with the educational sub-committees concerned—

(a) To do all technical work in connection with the preparation of sites, the erection of new buildings, and the enlargement, alteration, and repair of existing buildings.

(b) To report upon, value, and survey sites and buildings proposed for new schools, enlargements, etc., and all land to be used for other purposes.

2. To prepare, for submission to the educational sub-committees concerned, estimates of expenditure for the financial year in connection with all matters affecting the sub-committee.

3. To advise in regard to the assessment and rating of land and buildings.

4. To recommend the amount of rent to be fixed for any premises, including teachers' dwelling houses let by the committee and, in cases where fuel is supplied by the committee to teachers and caretakers, to assess the amount to be paid to the committee therefor.

(h) Stores Sub-committee.

Reference. To deal with—

1. The supply of all stores and materials in connection with the committee's work.

2. Printing and binding.

3. To prepare for submission to the educational sub-committees concerned, estimates of expenditure for the financial year in connection with all matters affecting the work of the sub-committee.

(i) Finance and General Purposes Sub-committee.

Reference—

Finance—

1. To prepare, with the assistance of the sub-committees concerned, annual and quarterly estimates of receipts and expenditure.

2. To be responsible for the recovery of all moneys due to the committee.
3. To be responsible for the due payment of all moneys payable by the committee.
4. To report on the financial effect of proposals affecting the finances of the committee.
5. To regulate the keeping of the accounts by the committee and by Government Departments.
6. To be responsible for—
 - (a) Recommendations for loan sanctions.
 - (b) Endowments.
 - (c) Insurances.
 - (d) Legal proceedings for the recovery of amounts due.
 - (e) Apportionment of administration expenses.
 - (f) Audit of accounts kept in local offices.
 - (g) Financial clauses of agreements with other authorities and bodies.
7. To assess charges in connection with heating, lighting, and cleaning.
8. To assess the committee's contributions for repairs to voluntary schools.

General Purposes. This committee deals with—

9. Examination of proposals involving the adoption of new principles affecting in any way the general policy of the committee, or involving substantial new expenditure.
10. General administrative arrangements, both central and local.
11. Questions affecting appointment, dismissal, salaries, allowances, duties, etc., of the administrative staff, including inspectorate.
12. Questions affecting the accommodation of the committee's staff.
13. Approval of minutes of district education boards, subject to consultation, where necessary, with other sub-committees concerned.
14. Selection of persons to be nominated as representative governors on local foundations or as county council representatives on local education committees or as representatives of the Kent Education Committee on local bodies or sub-committees.
15. Terms of references to sub-committees.
16. To conduct negotiations and to deal with all questions relating to—
 - (a) The acquisition by purchase or lease of land and buildings required for the committee's purposes.
 - (b) The sale, letting, sub-letting or transfer of land or buildings held of the committee.
17. To deal with the assessment and rating of land and buildings.
18. Matters not referred to other sub-committees.

36. (C). Powers and Duties of District Committees.

The following, also taken by permission from the draft scheme of the Kent Education Committee, will illustrate

the division of some of the work in a county where district committees are appointed. It will be seen that some of the duties (e.g. school attendance), which may be dealt with by a sub-committee of the Elementary Education Committee in a smaller borough, may be delegated to various district committees. This policy is necessary in large areas, as may be seen in the list of committees in the large county borough referred to in Chapter IV, where there are three districts in the borough with such sub-committees.

Subject to any statutory provisions, to the general regulations, and to any directions of the committee, the powers and duties entrusted to a District Committee in Kent are as follows—

(a) To act as the governing body of every school and institution for higher education in the district, maintained by the committee, for which a separate body of managers has not been constituted.

(b) To advise as to the co-ordination of and to supervise generally the working of the secondary schools, technical institutes, schools of art and art classes, and other schools or classes for higher education in the district, under the administration of the committee.

(c) To consider and advise on any general matters affecting elementary education in the district, on reference from the committee or on their behalf or on their own initiative.

(d) To act as a sub-committee for the purpose of school attendance, and for any purposes under Part VIII of the Education Act, 1921, in respect of the whole or any portion of the district, as may be determined by the committee.

(e) To act as a sub-committee for the purpose of awarding special exhibitions to be held at secondary schools, etc., travelling and maintenance allowances to holders of scholarships and exhibitions, and scholarships and allowances to students at classes for further education, including art.

CHAPTER VI

STAFF AND ORGANIZATION OF THE EDUCATION OFFICE

37. Office Organization Cannot be Standardized.

THERE is no one type of organization which is suitable for all education offices, just as there is no standardization possible of the organization of committee work. The staff necessary in the education office for a small borough or urban district will be different from that required for a larger county borough or for a large county education office.

The work of the office is affected considerably by the amount of committee work, as well as by the numbers and types of pupils to be educated, and of the institutions provided by the Authority. The greater the complexity of committee organization, the more complex is the organization of the education office: the simpler the organization of committees, the simpler is the work of the education office.

38. Chief Education Officer.

In every education office there must be some one person as head, whatever title may be given to him.

When the Education Act of 1902 created Education Committees, there was in the majority of the county council offices a "Secretary to the Technical Instruction Committee" of the county. In many cases, owing to the proved value of these officers, the man who had dealt with the organization of technical instruction was appointed by the county council as *Secretary to the Education Committee* of the county council; and at the present time in a number of county education offices the chief education officer is called the *Secretary* to the Education Committee.

Similarly, in many of the boroughs there was in existence

a *Clerk to the School Board*, who was appointed by the council in 1903 as clerk or secretary to the Education Committee of the borough or urban district, and in a number of these areas the title of the chief education officer is still *the clerk* or *the Secretary*.

In many cases the work of the clerk to the school board had been chiefly clerical and also had been entirely restricted to elementary schools. In some of the larger county boroughs it became evident that, owing to the fact that the Education Committee had a much wider range of duties than the displaced school board, it was necessary to have someone in charge who could guide and *direct* the committee in the development of the various forms of higher education placed under their control. Some of the Education Committees, therefore, appointed a chief official with the title of *Director of Education*.

This difference of title, however, has little difference in meaning. The secretary to the Education Committee in a large county education office performs similar duties to a director of education in a county education office or in a borough education office. It appears to be merely a question of a name, and not that one has a higher relative value than the other; although in the few cases where there is both a director of education and a secretary to the Education Committee the director of education is the chief education officer, and in some cases (e.g. Herefordshire County) the secretary was replaced by a director when the secretary retired.

In London and Birmingham and a few other areas the title given is *Chief Education Officer* instead of director of education.

Where there are two officers—a director and a secretary—we might possibly say that in this case the director is an administrative officer, who is concerned with the formation of policy, with the co-ordination and improvement of local government machinery, and with the administration and general control of the various departments of the education service.

The work of the secretary, where there is a director as well, may be described as that of an executive official covering rather a wide field, requiring in varying degrees qualities of judgment and initiative and resource, but he is not as a rule concerned with the formation of policy.

Where there is only one, whether he is called a director or a secretary, in the majority of cases he performs the duties of both a director and a secretary.

Taking forty-eight County Authorities there are now the following titles: twenty-four Directors, twenty Secretaries and four others. In seventy-five County Boroughs, thirty-six have the title Director, thirty-two Secretary, with seven others.

39. Some Duties of a Director of Education.

The following extract from a draft scheme published in 1920 gives a brief statement of the duties of the writer of this book—

The director of education is the responsible adviser and executive officer of the Education Committee to advise the committee on educational matters and to carry out all decisions when the general policy has been settled by the committee.

As an *estate agent* of the committee he is responsible for the supervision of all property of the committee, and must arrange for repairs and renovations of the buildings, from burst water-pipes to new hot-water installations, and is also responsible for the arrangements for the enlargement of premises, purchase of new sites, and erection of new buildings.

Similar to a *managing director* he deals with the supply of all material necessary for the efficient carrying on of the educational activities of the committee; with the resignations and appointments of teachers and caretakers; with the supply of fuel, and cleaning materials; with the claims for payment for all employees of the committee.

As *educational adviser* he advises on all changes of policy and on all new departures in the work of education. He supervises the carrying out of schemes in the elementary, central, secondary, technical, and other schools and institutions, and advises on all schemes of work in the schools and the arrangement of the time tables under which the teaching is carried out.

The *secretarial work of the education office*, the work of the *School Medical Department*, the *Attendance Department*, the *Juvenile Employment Department*, are carried on under the supervision of the director of education.

From the above it will be seen that the secretary or director has what may be described as a "continuing

responsibility." He is responsible for the proper working of the whole Education Department both in the office and in the schools.

He must take the responsibility of summoning committee meetings and of attending all the more important. The preparation of the agendas for the meetings must be carefully thought out, and the minutes and reports of the meetings must be accurate and clear. In addition he must take the *responsibility* for all correspondence from the office, even if sent out by an officer working under him.

40. Clerk to the Local Education Authority.

As the council (of the county, borough, or urban district) is the Local Education Authority, the clerk of the council is generally the clerk to the Local Education Authority, and he deals officially with all matters which cannot be delegated by the Local Education Authority to their Education Committee.

He also acts as legal adviser to the Education Committee. He acts as prosecuting solicitor for the committee in actions for breaches of Education Acts or by-laws, and as defending solicitor in actions brought against the Local Education Authority or any of the officers of the committee.

In some of the smaller boroughs and urban districts, instead of having a separate secretary or director to deal with the work of the Education Committee, the clerk of the council acts in this capacity, but as a rule in such cases a good many of the details are in the hands of some member of his staff.

41. Staff of a Small Education Office, Dealing with Elementary Education Only.

In the smallest education offices the secretary to the committee may have only one clerical assistant, and frequently that only a junior clerk. In such a case, the

assistant will type letters, duplicate circulars, lists, minutes, etc. He may tabulate accounts, and also deal with the filing of letters and documents. The secretary will have to deal with other matters, himself, both with matters of principle and matters of detail. There is no one else to whom anything can be entrusted.

If the office is a little larger, with two or three clerical assistants, then the secretary or director may divest himself to some extent of various details. If the staff consists of secretary, one general clerk, and a junior clerk (office boy or girl), the general clerk may deal with school requisitions, teachers' salaries and accounts, and the junior clerk with the mechanical work. If there are two general clerks, the secretary may make one clerk responsible for the office work in connection with the appointment and payments of teachers, wages of caretakers, etc., while assisting with part of the general office routine. Another may be responsible for all orders for school or office requisites, for school repairs, etc., and this clerk may deal with all accounts (other than salaries) and prepare these for passing to the treasurer of the council, and he also may deal with other general office work.

The clerk who deals with teachers' salaries may deal with the minutes of the Elementary Education Sub-committee (or the School Management Sub-committee) and of the Attendance Sub-committee, and the finance clerk who has charge of accounts may deal with the minutes of the Finance and General Purposes Committee.

The satisfactory division of the work among the staff will depend upon the general ability and experience of the clerks at the disposal of the secretary. One clerk may be specially good for minuting or for general clerical work, but valueless for dealing with figures, and it would be inadvisable to give the work of a finance clerk to one who is liable to inaccuracy in calculations.

42. Staff of a Small County, or Small County Borough, Office.

In the education office of a committee where higher education is dealt with as well as elementary education there must be a further sub-division of the work, and as a rule a little larger staff is required.

When the director or secretary has a number of clerks, one is generally styled "Chief Clerk." The chief clerk is generally responsible for one section of the office work, and takes a general supervision of the office in the absence of the director or secretary.

In the case of offices a little larger still, the second in command may be entitled "Chief Assistant." Sometimes we have the title "Assistant Director" or "Assistant Secretary" or "Deputy Education Officer" given to this official. There is no definite rule concerning such titles. Usually it may depend upon the idea which the particular committee may have had in mind at the time when first making the appointment of an assistant to their chief education officer.

43. Staff of a Large Education Office.

In the largest education offices the problems of organization are very different from those in small offices. There is such an amount of detail, there are so many educational institutions to be dealt with, and so many phases of the work, that for efficient working there must be a very large subdivision of labour.

Here we *may* have both a director of education and a secretary of education. In such cases the director is the chief education officer and deals with matters of general policy, while the secretary acts as his chief assistant and may deal more with the internal office work, with the carrying out of matters decided upon by the committees, after consultation with the director, but this applies in very few cases.

In the majority of cases, however, in the large education offices we have the work organized in various departments (similar to the subdivision of the work of committees) and an assistant placed in charge of each department.

We may have—

(a) An assistant secretary for elementary education ;
(b) An assistant secretary for higher education ; and in some cases

(c) An assistant secretary for finance ;
with a special Medical Inspection Department, and a special School Buildings Department (or Architect's Department). In addition there is the organization of the work of the committee's inspectors and attendance officers to be considered.

44. Staff of a Large County Office (Kent).

The following, taken by permission from the draft scheme of the County Education Committee for Kent, will illustrate the type of staffing in one of the large county offices.

Official and Clerical Staff.

The chief executive officer to the committee is the Director of Education. He is recognized as the responsible head of their whole administrative organization, carrying out the duties of Secretary and Clerk to the Education Committee, and exercising general supervision over all branches of the work.

The official staff, apart from the director and the technical departments, consists of three assistants for elementary, higher, and further education, two county inspectors of education, an accountant, an agricultural organizer, a chief clerk, and a county juvenile employment officer.

There are also a county attendance officer, two canteen officers, and a county librarian.

The clerical staff, excluding the Building and Stores Department, consists of four departmental chief clerks, and a number of clerks of various grades and shorthand-typists.

Technical Departments.

(a) *Buildings.* The Buildings Department is organized as a Technical Department, and deals with the purchase of sites and buildings, the planning and work in connection with the erection of new buildings, additions, alterations and repairs to existing buildings. Reference is made to the educational departments concerned on all educational points. The staff of the Buildings

Department consists of an architect and surveyor, an assistant architect, technical assistants, a number of clerks and a shorthand-typist.

(b) *Stores.* The Stores Department is organized as a Business Department. Its duties are to collect and arrange information for the use of the educational departments, and for the use of teachers and others, and to relieve them of the tasks of purchase, sale, and transport. The staff of the Stores Department consists of a stores superintendent, a chief clerk, other clerks of various grades, technical and warehouse assistants, and shorthand-typists.

In regard to such matters as the kind or amount of apparatus to be supplied to the schools, it acts on the instructions of the education departments.

Recruitment of the Clerical Staff.

In order to maintain a suitable standard of entry to the junior grade, candidates for appointment to the permanent (established) staff must have passed a first secondary school examination recognized by the Board of Education, (the London Matriculation Examination, the Senior Oxford or Cambridge Local Examination), or some other examination approved by the committee as being of equivalent standard. They must also satisfy the county medical officer as to their physical fitness.

Legal and Medical Officers.

The clerk of the council is legal adviser to the committee. Conveyancing and other legal work connected with property is dealt with by a London firm of solicitors.

The county medical officer of health is also the school medical officer.

45. Organization of a Large County Borough Office.

The diagram inset illustrates the subdivision of the work of the Education Department of one of the largest county boroughs.

The arrangement may not be ideal, i.e. it may not be the organization which would be set up by the director if he were organizing the office afresh. It is probably an organization which has been evolved as fresh duties have been placed on the Education Committee, and possibly men already in the office were placed in charge of new work and other men were appointed to work under them, and so fresh sections have developed as independent to some extent of other sections, except for all being under the one head.

The organization works efficiently, however, and that is the great thing.

The number of separate departments or sections of the office staff will show how wide and extensive is the work of the Education Department in a large borough of this type.

NOTE AS TO FINANCIAL CONTROL. A separation of the financial control of the work of local authorities from the other administrative work is a feature which is favoured in many quarters, because of the independency of check which is established thereby.

Unfortunately, some notable instances of fraud have been revealed during the last few years, and in these cases it has been found that there has not been that separation of the financial administration which effective financial control justifies.

In many towns the whole of the financial operations are placed under the responsibility of the chief financial officer, and this is an aspect of local government administration which is favoured by the Ministry of Health, whose official auditors audit the accounts of education authorities.

There is no rule or regulation governing the matter ; the policy is one which is entirely within the determination of the local authority. (Editor.)

CHAPTER VII

MANAGEMENT OF ELEMENTARY SCHOOLS

46. Provided and Non-provided Schools.

THE Local Education Authority has to maintain and keep efficient all public elementary schools within its area which are necessary. The schools are divided into two groups—

(a) *Provided schools* or council schools, where the Local Education Authority provide the buildings.

(b) *Non-provided schools* or voluntary schools, where the Local Education Authority do not provide the buildings, but these are provided by some other organization or body of persons.

47. Number of School Managers.

In the case of each provided school where the Local Education Authority is the council of a county, there must be a body of managers for the school consisting of not more than four appointed by that council, together with a number not exceeding two appointed by the minor local authority (e.g. parish council).

In the case of a borough or urban district, each provided school has a body of managers appointed by the Local Education Authority, consisting of such number as they may determine.

All public elementary schools not provided by the Local Education Authority must have a body of managers consisting of a number of foundation managers not exceeding four, appointed as provided in the Act, together with a number of managers not exceeding two, appointed as follows—

(a) Where the Local Education Authority are the council

of a county, one by that council and one by the minor local authority.

(b) Where the Local Education Authority are the council of a borough or urban district, both by that authority.

School Correspondent. Each body of voluntary school managers appoints its own correspondent. The correspondent must not be a paid teacher in the school.

48. "Special Orders" for Managers in Trust Schools.

As many of the non-provided school buildings used for elementary education were trust property, in some cases there were more than four trustees and in other cases less, yet the 1902 Education Act stated that there must not be more than four foundation managers of the school, i.e. managers representing the foundation or trust.

By Sect. 11 of the 1902 Act (now Sects. 31, 32, and 35 of the 1921 Act) it was provided that the foundation managers should be the managers appointed under the provisions of the trust deed of the school, but if it were shown to the satisfaction of the Board of Education that the provisions of the trust deed as to the appointment of managers were in any way inconsistent with the provisions of the Act, or insufficient or inapplicable for the purpose, or that there was no trust deed available, the Board of Education should, on due application, and after due notice, make an order for the purpose of meeting the case, and in such order, due regard should be paid to the ownership of the building and to the principles on which education had been given in the school in the past.

The wide extent of the above provisions may be gathered from the fact that in the Board of Education Report for 1902-3 it was stated that applications for orders had been made in the case of 10,967 schools out of 13,796 voluntary schools in England and Wales (exclusive of London).

N.B.—An effort should be made in every education office to obtain a copy of every Order made by the Board

of Education, under Sect. 11 of the 1902 Act relating to schools in their area, if there is not a copy already in the office. It may be necessary at some time to prove that persons claiming managerial powers are, or are not, foundation managers, and questions sometimes arise whether it is the duty of the trustees or of the managers (foundation and other) to carry out necessary alterations.

49. Statutory Standing Orders.

The following Standing Orders as to the proceedings of managers are prescribed by the Education Act, 1921, Schedule 3—

1. A body of managers may choose their chairman, except in cases where there is an ex-officio chairman, and regulate their quorum and proceedings in such manner as they think fit, subject, in the case of the managers of a school provided by the Local Education Authority, to any directions of that authority.

Provided that the quorum shall not be less than three, or one-third of the whole number of managers, whichever is the greater.

2. Every question at a meeting of a body of managers shall be determined by a majority of the votes of the managers present and voting on the question, and in case of an equal division of votes the chairman of the meeting shall have a second or casting vote.

3. The proceedings of a body of managers shall not be invalidated by any vacancy in their number, or by any defect in the election, appointment, or qualification of any manager.

4. A manager of a school not provided by the Local Education Authority, appointed by that authority, or by the minor local authority, shall be removable by the authority by whom he is appointed, and any such manager may resign his office.

5. The body of managers shall hold a meeting at least once in every three months.

6. Any two managers may convene a meeting of the body of managers.

7. The minutes of the proceedings of every body of managers shall be kept in a book provided for that purpose.

8. A minute of the proceedings of a body of managers, signed at the same or the next ensuing meeting by a person describing himself as, or appearing to be, chairman of the meeting at which the minute is signed, shall be received in evidence without further proof.

9. The minutes of a body of managers shall be open to inspection by the Local Education Authority.

10. Until the contrary is proved, a body of managers shall be deemed to be duly constituted and to have power to deal with the matters referred to in their minutes.

50. Duties of Managers of Non-provided (or Voluntary) Elementary Schools.

The following regulations of the Local Education Authority for the county borough of Blackpool will show what are considered to be some of the duties of the managers of voluntary schools in the area of that Authority—

Change of Correspondent.

Notice should at once be given to the director of education of any change of correspondent occurring during the school year. The notice should be signed by the outgoing correspondent or the chairman of the managers.

Correspondence.

All correspondence with the Board of Education must be through the Education Committee, and all managers' correspondence with reference to their schools should be through their correspondent with the director of education.

Record of Attendance.

Managers attending a meeting of managers should have their names recorded each time they attend.

Reports Required.

Managers are responsible for all reports as to their respective

schools which may be required by the Board of Education or by the Education Committee.

Minutes Sent to Local Education Authority.

Managers of schools should, through their correspondent, forward to the director of education within three days of every meeting of managers a copy of the minutes of such meeting.

Managers to Supervise School Work.

The managers should supervise generally the work of the school, and the more frequently they visit the schools to discuss matters with the teachers, and the more closely they keep in touch with both teachers and scholars, the more real will be the co-operation possible for the smooth and efficient working of the schools.

Rota of Visitors.

While it is hoped that all managers will visit their school from time to time during the progress of the school work, it is desirable that the duty of visiting should be regularly and systematically undertaken by means of a rota of visitation or otherwise.

Checking of Registers.

At such visits registers should be checked and the necessary entries made; any points in connection with the organization of the school, the general work of the school, or any other points that arise may be discussed with the head teacher.

Sects. 31-32 of Schedule IV of the Code of Regulations of the Board of Education states—

The managers are held responsible for the supervision and effective verification of the registration, and at the end of the school year are required to certify—

1. That the registers have been accurately kept in accordance with the rules of this schedule; and
2. That the accuracy of the registers has been tested by the managers on several occasions and the result recorded in the log book.

In order to be able to give this certificate, and properly to check the registration, the managers are expected to visit the school without notice, at least once in a quarter, at some time during the period of secular instruction required in order that an attendance may be counted for grant, so that they may see that the registers have been properly marked and closed in accordance with the requirements of the code and of this schedule.

Time Table.

The time tables should be periodically examined with the view of ascertaining if the same are adhered to.

Supervision of School Buildings.

Managers should exercise supervision over the school buildings so that they are kept in proper repair, scrupulously clean, and in every way adapted to securing the physical well-being of the children.

Care in Use of Apparatus.

Managers should see that due care is taken in the use and preservation of furniture, books, and apparatus and to avoid waste.

Local Education Authority Deals with All Secular Education.

The Local Education Authority is responsible for, and has the control of, all secular instruction in public elementary schools not provided by them.

Appointment of Teachers.

This question is dealt with in Chapter VIII.

51. Repairs to Voluntary Schools.

In the majority of cases the voluntary schools are provided by the Church of England or by the Roman Catholic Church. If the religious bodies provide the buildings they retain the right to appoint the teachers of the schools and to deal with all matters in connection with religious instruction, although the Local Education Authorities pay the salaries of the teachers and also pay other maintenance charges.

(a) Managers Responsible for Buildings.

If a school is not provided by the Local Education Authority, but by some other body of managers, such body of managers must keep the buildings in repair, and make such alterations and improvements in the buildings as may be reasonably required by the Local Education Authority.

Sect. 29 (2) (d) of the Education Act, 1921, states—

“The managers of the school shall provide the school-house free of charge, except for the teacher’s dwelling-house (if any), to the Local Education Authority for use as a public elementary school, and shall, out of funds provided by them, keep the school-house in good repair, and make such alterations and improvements in the buildings as may be reasonably required by the Local Education Authority; provided that such damage as the local authority consider to be due to fair wear and tear in the use of any room in the school-house for the purpose of a public elementary school, shall be made good by the Local Education Authority.”

Sect. 29 (2) (e) states—

“The managers of the school shall, if the Local Education Authority have no suitable accommodation in schools provided by them, allow that authority to use any room in the school-house out of school hours, free of charge, for any educational purpose, but this obligation shall not extend to more than three days in the week.”

(b) *Individual Responsibility of Managers.*

As regards the personal liability of the managers of non-provided schools for the expenditure which is to be defrayed by the managers, the Board of Education have stated—

“The personal liability of the managers to pay for any repairs of the school which they decide to make will depend in the future as it has done in the past, on the extent to which managers, whether individually or collectively, make themselves personally liable in giving orders for repairs without having funds arising from subscriptions or other sources in their hands to meet the cost. This is a matter, now as before, entirely in the hands of each manager, and the Education Act, 1902, makes no difference in the law which governs it.”

Any manager may guard himself at the outset by giving public notice that he does not recognize the other managers individually or collectively, as his agents to bind him for building or other charges. A statement to this effect can, if desired, be entered in the minute book, and the notice can be given to any person to whom an order is given by the managers.

N.B.—No manager must be employed in executing work at the school of which he is a manager, nor may he supply (for payment) any materials required for school use.

52. Wear and Tear.

The latter part of Sect. 7 (1) (d) of the Education Act, 1902 (now Sect. 29 (2) of the 1921 Act) is one which has caused a good deal of difficulty in the work of an education office, especially in the early days of the administration of the Education Act of 1902.

The voluntary managers in many cases were short of funds, and naturally wished to have as much as possible of the cost of improving their schools paid by the Local Education Authorities, while the Education Committee and their officers had to be extremely careful that they did not authorize any expenditure which could not *legally* be paid by the Local Education Authorities.

Owing to the buildings being used by the Local Education Authorities for school purposes for five days per week, it was contended that the replacement of, or repairs to, floors should be paid for by the Local Education Authorities although these are structural. In many cases questions arose concerning the repairs or replacement of the heating apparatus when it became worn out.

Innumerable detailed questions arose, and in many cases appeals were made to the Board of Education to give a decision on the various points raised.

Gradually certain guiding principles have been evolved, and at the present time the old type of difficulties are disappearing, but with the pressure now being placed on managers to improve unsatisfactory school premises, the question is being raised as to whether in the interests of national education additional powers should not be given to Local Education Authorities to aid voluntary school managers to improve their buildings, but this would require an amending Act of Parliament.

The opinion has been expressed that in large county areas it would be better *financially* to allow Local Education Authorities to improve existing voluntary schools, which are so numerous in their areas, rather than to close these schools and necessitate the Local Education Authorities building new council schools.

The 1921 Act states definitely that the wear and tear which the Local Education Authorities may pay for must be in connection with "the use of a *room in the schoolhouse*." The Section quoted above in par. 51 authorizes the Local Education Authority to pay for such damage as "the *Local Education Authority consider* to be due to fair wear and tear."

This gives the Local Education Authorities a certain amount of discretion, and if the authority exercise this discretion in a reasonable way the auditors of the Ministry of Health cannot surcharge such expenditure (even if in some cases the Board of Education might not approve the expenditure for grant purposes).

It is for each local authority to decide whether in any particular case of wear and tear the damage shall be made good by them or by the managers. Each authority may formulate its own general principles or rules dealing with wear and tear and also settle (generally by agreement)

what proportion is to be paid by the Local Education Authority and what proportion by the managers.

53. Apportionment of Cost of Wear and Tear.

The following regulations of the Local Education Authority of one county borough will give some indication of the type of decisions which have been made and which are being acted upon in that area—

.....*Education Committee.*

From a consideration of the Education Act, 1902, and of numerous decisions of the Board of Education and the Local Government Board and the Ministry of Health, it appears that all expenses for renewals or repairs to voluntary schools should be borne as shown in the following paragraphs—

1. *Enlargements of School or Out-buildings—*

The whole cost of enlargements is to be defrayed by managers. Furniture for such enlargements will, as at present advised, be provided by the committee.

2. *Structural Repairs—*

The whole cost of external repairs and painting is to be defrayed by the managers, including the pointing of the brickwork, also repairs to and renewals of doors, walls, chimneys, roof, spouting, ventilators, gas pipes, water pipes, also the cleaning of eaves and gutters. In addition, renewals and structural repairs to windows must be paid for by the managers, but repairs to broken glass, sash cords, and window ventilation will be paid for by the committee.

3. *School Playgrounds—*

The whole cost of repairs, renewals and improvements is to be defrayed by the managers, including work in connection with gates, walls, fences or lamps.

4. *Drains—*

The whole cost of renewing or improving the drainage system is to be defrayed by the managers. The cost of repairing the drains will be shared between the committee and the managers. The cleaning and flushing of the drains will be paid for by the committee.

5. *Sanitary Offices and Other Buildings—*

The whole cost of repairs, renewals, improvements, and painting these (inside and out) is to be defrayed by the managers. The cleaning of the sanitary offices (which may include lime-washing) is to be defrayed by the committee, as also the cost of repairs and renewals of external taps of urinals and w.c.'s.

6. *Partitions, Galleries, and Internal Structural Alterations—*

The whole cost of the erection or removal of partitions and galleries and of internal structural alterations is to be defrayed by the managers.

7. *Floors of Schoolrooms or Cloakrooms—*

The cost of all additional floors is to be defrayed by the managers, but the cost of small repairs, due to fair wear and tear, will be shared by the committee and the managers.

8. *Internal Repairs to Walls, Ceilings, Plaster, Woodwork—*

As a general rule the cost of small repairs will be shared by the managers and the committee, but the cost of any considerable repairs must be defrayed entirely by the managers.

9. *Apparatus for Heating, Lighting, and Ventilation—*

The whole cost of additional apparatus for heating and lighting, or ventilation, must be defrayed by the managers, but repairs and renewals due to fair wear and tear will be shared by the managers and the committee.

10. *Internal Repairs—*

The cost of repairs and renewals to gas pipes, burners, stoves, electric light fittings, water pipes and taps, curtains, internal doors, the cost of whitewashing and colour washing walls and ceilings with internal painting and varnishing, will be shared between the managers and the committee.

11. *Repairs to Apparatus and Furniture—*

The cost of repairs or renewals or of additions to furniture, apparatus, blinds, fireguards, fenders, fire-irons, clocks, door-mats, pianos and harmoniums, and lavatory requisites, will be defrayed by the committee, as also the cost of tuning pianos and of winding clocks.

Such cupboards, shelves, etc., as are fixtures must be provided and renewed by the managers, but the cost of small repairs will be defrayed by the committee.

12. *Bell and Belfry—*

These are to be kept in repair by the managers.

54. *Payment by Managers of Part of Cost.*

Where the cost of wear and tear has to be shared, the question as to the proportion to be paid by the Local Education Authority and the managers respectively is one for mutual agreement.

In one county borough where the schools are used by managers for Sunday schools and for occasional evening use, the Local Education Authority pay six-sevenths and

the managers one-seventh. If there is no Sunday use and very occasional (if any) evening use by managers, this Local Education Authority charge the managers one-fourteenth of the cost. The Local Education Authority obtain and accept tenders for the work, pay for it on completion, and charge the managers with their proportionate share.

In one county area the voluntary managers obtain tenders for work (such as colour washing and interior painting) and submit these to the Local Education Authority with a recommendation as to the tender which they recommend should be accepted. The Local Education Authority consider the tenders and approve the expenditure, or such part as they consider necessary (e.g. the Local Education Authority may recommend that only part of the work be done that year, and the remainder deferred until the following year). The managers then have the work carried out and pay for it. They send in the receipted bills, and the Local Education Authority repay to the managers the agreed proportion of the expenditure approved.

The course of procedure to be adopted in such cases by any Local Education Authority is for the authority and managers to decide. There is no uniform procedure prescribed. The second method mentioned above (in the county area) prevents the risk of the Local Education Authority having to wait for repayments by the managers, but it is especially necessary that tenders for external painting, or repairs to offices (which are the duty of the managers), shall be kept quite distinct from tenders for the internal work of which the cost will be shared.

The renewal of floors may be shared in the proportion of the time the school has been in use by the Local Education Authority. E.g. If a floor has been in use for forty years, of which the Local Education Authority has used it for twenty-five years on week-days, the Local Education Authority may pay six-sevenths of twenty-five-fortieths of the cost of renewal, and the managers fifteen-fortieths of the cost for the fifteen years before the Local Education Authority

took charge, and one-seventh of twenty-five-fortieths for the period since.

55. What is a Schoolhouse ?

Sect. 170 (6) of the Education Act, 1921 (taken from the 1870 Act), states—

“ The expression ‘ school-house ’ in relation to an elementary school includes the teachers’ dwelling-house and the playground (if any) and the offices and all premises belonging to or required for a school.”

As already mentioned, Sect. 29 (2) (d) states that the managers of the school shall provide “ the school-house ” free of charge (except the teachers’ house, where there is one).

From the above definition it is clear that the playground is part of the school-house, and consequently, in a voluntary or non-provided school it should be provided by the managers free of charge. On this account repairs to the playground are in the same category as repairs to the fabric of the school, and should be paid for by the managers and not by the Local Education Authority. Similarly, the boundary wall of the playground, or a hedge or fence which takes the place of a wall should be repaired and kept in order by the managers. A handbell may be renewed by the Local Education Authority, but if the bell is fixed in a belfry it is structural and is renewable by the managers.

The writer was once asked the following question—

If a playground is part of the school-house and the latrines or offices are in the playground, are not these offices “ a room in a school-house ” and subject to the wear and tear clause ?

This is a very interesting and rather a fine legal point. “ Until a legal definition has been given of “ a room ” it seems better to say that the cost of structural alterations should be defrayed by the managers as for other parts of the building, but lime-washing of offices may be paid for by the Local Education Authorities similar to other internal decorations, or as “ cleaning.”. This opinion is

based upon the fact that the managers cannot be said to "provide" the offices unless these are in a working condition, e.g. the managers must provide and fix sanitary pans, as the offices are not provided without these.

Because the "offices" are definitely included in the statutory definition of a "school-house," they, as well as the "playground," must be provided by the managers, free of charge, and the Board of Education has ruled on several occasions that the offices of voluntary schools must be repaired by the managers.

It may be contended that as the school-house includes "all premises . . . required for a school," the managers of voluntary schools should provide cookery and manual instruction rooms for their schools instead of the pupils from voluntary schools attending centres for special instruction at Council schools, but this view, although legally correct, has not been stressed much by many Local Education Authorities.

56. Provision of Furniture and Apparatus.

The Local Education Authority is entitled to the use, free of charge, of all furniture and apparatus in the schools on the appointed day when the Local Education Authority began to maintain the school, but all new furniture and apparatus required must be provided by the Local Education Authority.

This applies also to furniture for new schools and enlargements of schools, as well as to replacements of, or additions to, existing furniture. Partitions of a more or less solid and sound-proof character which practically divide a room into two separate rooms should be provided by the managers, if the Board or the Local Education Authority consider these necessary, but dividing curtains, being less permanent, and not structural, may be provided by the Local Education Authority at their discretion.

All books, stationery, apparatus, etc., necessary for the due maintenance of the school must be provided by the Local Education Authority, but the decision as to what is

necessary is in their hands, subject, however, to appeal to the Board of Education.

Bibles may be provided by the Local Education Authority on the same lines as ordinary reading books for use in the school.

The provision of *prayer books* and *catechisms* is quite within the power of the Local Education Authority, if they consider them necessary for the instruction of children in any particular school. If the Local Education Authority refuse however to supply such, the managers cannot compel them; they can only appeal to the Board of Education, and the Board of Education have not in any case (so far as I know) insisted on their purchase. The Board has generally recommended the managers to purchase these from their own funds.

57. Requisitions for School Supplies.

All requisitions for school working materials from both council and voluntary schools should be sent in to the education office at fixed times, e.g. during the first week of March, June, and December. In the case of non-provided schools the requisitions should be signed by the chairman or correspondent of the managers.

At the commencement of the year the committee should fix the maximum amount to be allowed for each school for the year. This is generally based upon the average attendance for the preceding year. In one case 5s. per head is allowed in senior schools, and 4s. per head in infant or junior schools. The amount varies under different authorities.

Requisition books (with carbon sheets) may be printed so that the teacher makes out three copies of each requisition (i.e. two carbon copies are made in addition to the original copy). One copy may then be retained in the book and two sent to the office. Of the two sent to the office one copy is retained there and the other goes to the firm or tradesman who will supply the goods.

The requisitions should be scrutinized carefully by the requisitions clerk or other official who deals with these matters, and he should draw attention to any special

points in connection with any requisition, e.g. any abnormal quantity of a particular item, or any very expensive item, or any item which it may be doubtful if the committee can supply or would normally supply, and so on. The requisition clerk should also draw attention to the total amount of the requisition, so that the annual allowance for the particular school may not be exceeded.

If for any reason an item is struck off the requisition before ordering, the head teacher of the school concerned should *always* be notified, as this will obviate fruitless correspondence by the teacher with the tradesman as to why certain items have not been supplied.

The school copy of the corrected requisition should be used to check the goods and the invoice before the invoice is certified and sent to the office, and the office copy of the requisition should be utilized to check the certified invoice and the account, each item being ticked or marked off as checked. This is specially necessary to prevent duplication of charges or of accounts.

RECORDS OF FUEL, LIGHT, AND WATER. In order that any waste may be noted in gas, water, fuel or electricity, comparative records should be kept which would show at a glance whether there is an increase on corresponding quarters of successive years, and inquiry can be at once instituted as to the cause, if any appear. Two forms of record are given between pp. 62 and 63, both of which are adaptable for gas or fuel or water or electricity consumption. The graph form of record is useful for caretakers' use.

CHAPTER VIII

STAFFING OF ELEMENTARY SCHOOLS

58. School Staffing Problems Vary in Different Areas.

THE problems of school staffing vary in different areas. The problems of the Education Department in a county area, with a large number of small scattered schools, are different from those of a compact county borough with large schools. For example, in one county area where the writer had the supervision of nearly 500 public elementary schools there are about 400 of these schools each with less than 100 pupils in average attendance, and under ordinary circumstances not one assistant *master* could be appointed in any of the 400 schools.

In a small country school, with about twenty pupils, only one teacher would be employed to deal with the whole of the pupils whose ages would range from 5 to 14, and this teacher must be a mistress on account of the needlework.

If the numbers are a little larger, there may be either a head master or a head mistress with one assistant. This assistant would have charge of the infants, and would be an assistant mistress and not an assistant master.

If we consider a school with eighty or ninety on the books, there may be a head teacher with two assistants. Of these assistants, one must be a mistress to teach the infants, while the other assistant, who helps with the lower standards, must as a rule be a mistress ; for if the head teacher is a mistress, it is not customary for a master to serve under a mistress ; while if the head teacher is a master, he will require this second assistant to be a mistress, on account of the needlework for the upper girls.

The Local Education Authority fixes the number and qualifications of the teachers to be appointed in the elementary schools of its area, whether the schools are council schools or voluntary schools, but the staffing arrangements must be approved by the Board of Education.

59. Board of Education Regulations as to Number of Teachers.

For a number of years the Board has given a minimum scale of staffing in the " Code of Regulations for Elementary

Schools." This scale has been varied from time to time to improve the staffing of schools, by reducing the number of pupils for whom each teacher may be considered to be responsible. • The most important of the present regulations of the Board is given in Article 10 (a) of the Code : "*The school or department must have a sufficient and suitable staff.*" There must be a sufficient number of teachers, and their qualifications must be such as the Board can approve.

In considering the sufficiency and suitability of the staff of a school, the Board will have regard to the circumstances and requirements of the locality, and the organization and co-ordination of the various schools in the area ; the arrangement of the premises ; the number of children in attendance ; their organization and proficiency ; the nature of the approved courses of instruction ; the qualifications of each member of the staff and his suitability for the work assigned to him ; and the regular absence of any teacher during the school hours for the purpose of receiving professional training or otherwise.

60. Minimum Scale of Staffing.

The Board states that " in a school or department containing more than 250 children in average attendance, the staff will in no case be considered sufficient if, in the aggregate, it is not at least equivalent for the average attendance of the school or department measured on the following scale, viz.—

Teacher.	No. of Children in Average Attendance.
The Head Teacher	35
Each Assistant Teacher (Certificated or recognized under Schedule I (b))	50
Each Uncertificated Assistant Teacher	30
Each Student Teacher	20
Each Supplementary Teacher	20

A school thus staffed will not *necessarily* be regarded as complying with the whole of the Board's requirements. In every case the sufficiency and suitability will be viewed in the light of the various considerations referred to above.

61. Number of Certificated Teachers.

In order to improve the *quality* of the staff of schools and to reduce the number of uncertificated and supplementary teachers the Board is insisting on a larger proportion of certificated teachers. (See *Circ.* 1360, *Ap.* 1925.)

In some areas none but certificated teachers are employed, but the Board is apparently of the opinion that this standard cannot be universally insisted upon at present, especially in the smaller country schools.

On one occasion a small sub-committee was discussing the staffing of a little rural school, and one member suggested that it would be better to appoint two certificated teachers in place of two supplementary teachers, or at any rate appoint one, even if it did cost more money. The writer of this book at once agreed that it would be better for the pupils, but he would ask for which group the first should be advertised for. Should he advertise for a certificated assistant for the nine or ten infants, or for a certificated assistant for the eight pupils who were in Standards I and II combined? This at once drew attention to the special difficulties. E.g. A teacher might not stay long with so small a class; she would feel she was losing all chances of promotion. It also drew attention to the financial difficulties of staffing very small schools.

At present the Board state that a school or department will not as a rule be regarded as suitably staffed unless it includes at least one certificated teacher for each sixty children in average attendance. Also the total number of certificated teachers employed in the area of the authority, in departments containing more than 250 children in average attendance, must not be less than 75 per cent of the total number of certificated, uncertificated, and supplementary teachers recognized upon the staff of such departments.

In order to meet the case of authorities who, while attaining a standard of *total* staffing higher than the average, for one reason or another employ a larger number of uncertificated and

supplementary teachers, exceptions may be made to the above rule as to the percentage of certificated teachers, where the number of certificated teachers in such departments (i.e. departments of over 250) is not less than twenty per 1,000 of the children in average attendance in such departments.

As regards the staffing of the smaller schools, it must be borne in mind that, as a rule, the age-range of each class is much wider than in the case of classes in larger schools, and consequently the classes must be smaller than in the large schools. On this account the Board of Education has taken out of the Code all scales of minimum staffing for small schools, but will insist, in the interests of the pupils, that the Board's general rule is being enforced, i.e. that the school must have a sufficient and suitable staff.

62. Qualifications of Teachers.

For many years the "Board of Education Teachers' Certificate" has been taken as the standard qualification for a teacher in a public elementary school. To obtain this, the teacher must have passed the Board of Education examination for the teacher's certificate.

After November, 1926, no teacher may sit for this examination unless he has been trained in a training college for teachers, and probably in the near future the Board may discontinue *their* examination for students in training colleges.

Schedule I of "The Code" gives a list of alternative examinations or qualifications which are accepted by the Board of Education as equivalent to the Board's certificate examination for recognition as a certificated teacher.

It is essential that when applications for appointment as a teacher are received they are carefully examined to ensure that the Board's requirements are complied with, or the teacher so appointed will not be recognized by the Board. For example—

(a) If a teacher has passed the Board's examination and is certificated *but has not been trained in a training college*, unless the examination was passed before 1st August, 1910, such certificated teacher cannot be recognized as a *head*

teacher of a school. On special application to the Board *before the appointment*, however, the Board may recognize such a teacher as head of a school with less than forty children in average attendance, if it can be shown that a better qualified teacher cannot be obtained.

(b) If a teacher has obtained a university degree he will not be recognized as a certificated teacher unless, in addition, he has completed a course of training in the principles and practice of teaching which the Board recognize. We may thus have an Honours B.Sc. recognized by the Board of Education only as an uncertificated teacher (if he has not a teacher's diploma), and he can be paid only as such, although if this same man were serving in a secondary school he would be paid on the graduate scale.

(c) If a teacher has qualified by examination as a certificated teacher but cannot satisfy the medical officers of the Board as to his physical capacity, such teacher may have the status of a certificated teacher, but is not eligible for benefits under the Teachers' Superannuation Act, 1925, and no deductions should be made from such teacher's salary as contributions under the Act.

The Board of Education certificate has in the past been granted in the majority of cases on the results of an examination conducted by the Board of Education. In some few cases training colleges have, with the approval of the Board, formulated their own courses of study for the certificate and with the assistance of a university, their own internal examination. The Board are now recognizing more fully that the academic and professional qualifications for teachers must change with the improvements of opportunities for preparation, and in Circular 1372 recently issued, the Board offer to training colleges greater autonomy as regards the student's Final Examination. The Circular suggests that: "As one means of securing the association of universities and training colleges, joint examination boards should be set up by colleges or groups of colleges, consisting of representatives nominated by the governing bodies of universities and training Colleges."

63. Uncertificated Teachers.

The term "Uncertificated Teacher" is rather misleading to an ordinary person, for it does not mean, as the term might reasonably be considered to imply, that the teacher

has no certificate of any kind ; it simply means that the teacher has not obtained the Board of Education teachers' certificate or a qualification recognized as equivalent.

To be recognized as an uncertificated teacher the man or woman must have obtained some definite examination qualification. The teacher must have passed the " preliminary examination for the teachers' certificate," or an examination recognized by the Board as equivalent.

This Preliminary Examination will be discontinued from 1928.

Schedule I (c) of the Code gives a list of the examinations which are accepted as equivalent.

64. •Supplementary Teachers.

In special cases the Board will allow the employment of other persons, without definite examination qualifications, as *supplementary* to the staff of certificated and uncertificated teachers. Only women over 18 can be so appointed to supplement the qualified staff. The Board of Education are now restricting the employment of such teachers. Supplementary teachers may be appointed only in *rural* schools. If the average attendance is less than 100, a supplementary teacher may be appointed to teach either the infants' class or the lower standards. If the average is 100 or over she may be appointed to teach infants only. Special application for recognition has to be made in each case, and recognition is continued only from year to year.

As regards schools in urban areas, no supplementary teachers may be appointed ; but if a supplementary teacher was recognized in an infants' class before 31st July, 1914, she may continue to be recognized for teaching infants *in the same school*.

No supplementary teacher may continue to be employed in an urban school for older scholars, unless she was so employed before 31st July, 1909.

This means that in a few years, as existing supplementary

teachers drop out, there will be no supplementary teachers in urban schools.

Because Article 68 of the older Codes authorized the employment of such teachers, they were formerly called "Article 68 Teachers."

65. Additional Qualifications.

From a professional point of view, it is considered by some teachers in elementary schools that the possession of the Board of Education teachers' certificate should be a sufficient qualification for the office of teacher in an elementary school, and that an Education Committee should not require teachers in its service to obtain additional qualifications in any special subjects. This is true to a great extent, but as there is, however, no finality in education, in either its methods or its content, a teacher who really endeavours to let his pupils have the benefit of improvements will himself strive to keep pace with developments which may have taken place since he obtained his teacher's certificate. It is frequently found that a teacher who is keen enough to do extra work in the further study of some subject, generally succeeds in passing on this enthusiasm and in benefiting his pupils, and if he has some certificate in his favourite subject this is some evidence of his knowledge thereof.

An assistant master in a school was very interested in geography and its applications to everyday life, and *was doing splendid work with his class*. He made inquiries from me as to the possibility of obtaining some certificate in the subject as evidence of his special knowledge of the subject. He was not near to a university, so could not attend classes for a diploma in geography, but he took the examination of the Society of Arts in commercial geography and obtained a certificate. (He qualified, too, for the medal in this subject, but being a teacher he was not eligible to receive it.) This teacher was certainly of much more value to his pupils than one who merely "carried on" on the older lines, without giving any special thought to improving himself for the benefit of his pupils. This particular teacher, referred to above, soon afterwards obtained promotion to a headship under another authority.

It is not the mere possession of additional certificates that is of value, but the perseverance and personality of the teacher (of which the obtaining of the certificate is

frequently some slight evidence) that is of value. The possession of a certificate in itself is of little value without the personal qualities which enable the teacher to inspire into his pupils a love for their work.

During the period when the Science and Art Department held examinations and granted certificates, School Boards, and their immediate successors, the Education Committees, when selecting teachers generally took into consideration the possession of any advanced science certificates or drawing certificates; and teachers who obtained these still make reference to them in their application forms.

In the early nineties of last century, to have passed the Matriculation Examination of London University was a distinguishing mark for a certificated teacher, while if he had passed the Intermediate Examination for a Degree or the Final Degree Examination this was a very special qualification, for owing to the lack of facilities for further education, it was an evidence of outstanding ability to be able to obtain such.

With the almost universal provision of secondary schools under the 1902 Act, and the provision of scholarships, coupled with the development of the modern universities, opportunities for obtaining higher education have increased so much, that a very much larger number of teachers with university degrees are now applying for work in elementary schools, especially in central schools. In Scotland, in future, no man will be appointed as a teacher unless he has a degree.

Other teachers, having in view the increased attention paid to practical instruction, prepare for the examinations of the City and Guilds of London Institute, or of the Educational Handwork Association. Others may obtain an advanced certificate in commercial subjects or in geography from the Society of Arts; others may obtain Pitman's Teacher's Certificate in Shorthand; or the Teacher's Music Certificate of the Tonic Sol-fa College; or the Teacher's

Certificate in Gardening ; or the Certificate of the Institute of Hygiene, and so on. Each of the certificates above mentioned has a distinct value to a teacher, although there are quite a number of others which have very little value. The Higher Froebel Certificate is a specially valuable educational qualification for a teacher of infant children. One other diploma, that of Licentiate of the College of Preceptors (L.C.P.), may be mentioned, which is of very good standing, for the compulsory papers in theory and practice of education are of a high standard.

N.B. Some of the so-called Degrees granted by certain persons in America, who style themselves a University and grant degrees to applicants on the payment of a fee and in some cases requiring an essay, are absolutely valueless.

66. Conditions of Appointment of Teachers.

Teachers in provided or council schools are appointed by the Local Education Authority.

Such teachers (other than occasional teachers) must be appointed by minute of the authority. Under the Board of Education (Service of Teachers) Regulations, 1923, the minute must, either definitely or by reference to specified regulations or minutes, define the conditions of service, and indicate whether it is intended that the teacher shall be employed either—

(a) In full-time service and exclusively in the capacity of a teacher ; or

(b) In part-time service as a teacher ; or

(c) Partly in the capacity of a teacher and partly in another capacity.

In consequence of the above Regulations, the following minute was passed by the Local Education Authority of one county borough (Blackpool) to include teachers at that time in their employment, as well as to deal with future appointments, which can all be made to refer to this particular minute—

Resolved: That all teachers, whether heads or assistants, already appointed or to be appointed in elementary or secondary provided schools at an annual salary shall, unless they are expressly engaged under other conditions, be required in consideration of such salary to give full-time service, which shall be exclusively in the capacity of a teacher.

“ ‘ Full-time service ’ means that their services shall be at the disposal of the Education Committee, at least during the school hours laid down in the committee’s regulations, or during such other periods as may be defined by the committee from time to time as constituting ‘ full-time service. ’ ‘ Work ’ in the capacity of a teacher includes duties incidental to actual teaching.”

Under Sect. 29 of the Education Act, 1921, the managers of voluntary or non-provided schools must carry out any directions which the Local Education Authority may give with respect to the numbers and educational qualifications of the teachers to be employed in giving secular instruction in such schools. The appointments of teachers are made by the managers of those schools, although the consent of the Local Education Authority is required to the appointment of teachers (but that consent must not be withheld except on educational grounds).

Such teachers must be employed under written agreements, and the agreements must define the terms of service in the same manner as the minutes of the Local Education Authority for teachers in provided or council schools, in accordance with the Board of Education (Service of Teachers) Regulations, 1923.

These agreements for non-provided schools, and minutes of Local Education Authorities for provided schools, must incorporate the terms of Article 15 of the Code, which prohibits interference with the out-of-school occupations of teachers, if these are not connected with their scholastic work.

67. Vacancies on School Staff.

The correspondent of the school should at once notify the director of education of the resignation of a teacher or of any vacancy on the staff. If the managers know of a suitable teacher to fill the vacancy they should send in full particulars as to qualifications and experience on one of the committee's application forms. The committee will then consider the question of giving consent to the appointment.

If it is necessary to advertise for teachers in the educational press, this should be done by the Education Committee, although the managers may be asked to draft an advertisement or to specify any special qualifications the teacher should have. If the managers of a voluntary school wish to specify any particular religious qualifications in the advertisement, they should issue the advertisement *at their own expense*.

There is no uniform method of dealing with replies to advertisements.

If the Local Education Authority pay for and insert advertisements on behalf of the managers of voluntary schools, the Local Education Authority may ask that applications shall be sent to them first, and are also entitled to the return of papers which they forward for the consideration of managers.

In one country area, in order to retain this power, all applications are addressed to "Correspondent of . . . School, County Education Offices, Shirehall, . . .," and the applications are then re-addressed from the office to the correspondent. In other cases the advertisement may give the address of the correspondent to whom applications go direct, instead of through the education office.

Sect. 29 (6) of the Education Act, 1921, states that the managers in non-provided schools "shall, subject to the powers of the Local Education Authority under this section, have the exclusive power of appointing and dismissing teachers"

This clause was inserted in the 1902 Education Bill as an amendment at the Report Stage to prevent difficulties arising in schools

under National Society's trust deeds which gave the *Bishop* the power to dismiss teachers.

68. Interviewing of Teachers.

As a general rule the managers may interview a limited number of teachers.

The writer's opinion is that it is advisable for the head teacher of the school to be consulted, if possible, in the selection of candidates for interview, and also to be present with the managers at the interview. The head teacher is held responsible for the efficient conduct of his school, and if he has had the opportunity of expressing his views concerning the selection of staff he cannot lay the blame for any shortcomings of his school on the managers for appointing inefficient assistants.

As a general rule an Education Committee pay third-class railway fare and reasonable out-of-pocket expenses incurred by candidates for interview. If for any reason a candidate refuses to accept a post definitely offered to him, the expenses of that candidate should not be paid, or, if they have been paid, they should be refunded. On this account it is becoming customary for a committee to pay the expenses of the successful candidate *after he has taken up duties*.

CHAPTER IX

SCHOOL ATTENDANCE

69. Duty of Parent to Cause his Child to Receive Instruction.

UNDER Sect. 42 of the Education Act, 1921, it is the duty of the parent of every child between the ages of 5 and 14 (or 15 if by-laws provide for this) to cause that child to receive efficient elementary instruction in reading, writing, and arithmetic; and under Sect. 43 of the Act it is the duty of the Local Education Authority to see that this duty is performed by the parent.

One of the "Conditions of Grant" given by the Board of Education is that "The authority have performed their duties under the Education Acts." This includes the enforcement of school attendance.

Sect. 138 (1) of the Education Act, 1921, enacts that if a child who is attending a public elementary school attains the age of 14 during the school term, the child shall not be deemed to have attained the age of 14 until the end of the term.

If a Local Education Authority do not enforce continuous attendance to the end of the term, and pupils are allowed to commence work immediately after their fourteenth birthday, instead of remaining at school to the end of the term in which their fourteenth birthday occurs, the Local Education Authority are not carrying out their duties, and are liable to have a deduction from the grant. The Board of Education has warned certain authorities of the possibility of grant reduction, but on the first occasion with a note that if the law is enforced in future, no steps will be taken on this occasion.

Under the Factory Acts a child may not be employed before his fourteenth birthday; under the Education Act not until the end of the term in which his fourteenth birthday occurs.

The question has been raised as to whether the two are contradictory. If a boy goes to work in a factory on the day after he is 14 may the employers be summoned for illegal employment?

Sect. 108 (2) of the Education Act, 1921, states that "The provisions of this Part of this Act shall be *in addition* to any enactments relating to the employment of children and young children in factories, workshops," etc.

The Factory Acts and the Education Act agree up to the fourteenth birthday, and then the Education Act is additional and prevents employment during the hours school is open until the end of the term.

There is no contradiction. The Factory Act does not say a child *may* work after his fourteenth birthday. It merely prevents him working before that day, and the Education Act applies after that day.

70. Attendance By-Laws.^o

• Sect. 46 (1) of the Education Act, 1921, states : It shall be the duty of the Local Education Authority to make and enforce by-laws for their area respecting the attendance of children at school under this Act.

The by-laws must specify the hours during which, and also the ages between which, attendance will be enforced unless there is some reasonable excuse for non-attendance. The Local Education Authority may, by by-law, raise the school-leaving age from 14 to 15.

By-laws to be operative must be made by the council, and must be sanctioned by the Board of Education.

The procedure for making attendance by-laws is usually as follows—

(a) The Education Committee draft by-laws and pass a resolution recommending the council to pass the by-laws it has drafted.

(b) If the council, by resolution, agree to do this, before submitting the by-laws to the Board of Education for its sanction, the council must deposit for not less than a month a printed copy of the proposed by-laws at the office of the council for inspection by any ratepayer, and supply a printed copy thereof gratis to any ratepayer, and must publish notice of the deposit.

(c) When the month's deposit has been made, application may be made to the Board of Education for its sanction, the application being accompanied by copies of the proposed by-laws and copies of the newspapers in which advertisement of the deposit of the by-laws appeared.

(d) The Board may then hold such inquiry in the area of the authority as it thinks requisite, or may sanction the by-laws without further inquiry.

(e) On receiving sanction, the council may pass a resolution authorizing the seal of the council to be affixed to a copy of the sanctioned by-laws which forthwith become operative.

71. Local Education Authority may Appoint School Attendance Officers.

Under Sect. 149 of the Education Act, 1921, "a Local Education Authority may, if they think fit, appoint an officer or officers to enforce this Act, and any by-laws, orders, or other instruments made thereunder with reference to the attendance of children or young persons at school," and this is the course most frequently adopted.

In some cases, however, the work is done from the office. The head teacher notifies the office of all absentees. A warning letter is sent to the home. If irregularity continues without sufficient reason, a second warning note is sent. If this does not secure improvement, then a prosecution follows.

The general attitude of the Bench of Magistrates to school attendance cases is of material influence in ensuring compliance with the law.

In the earlier stages of the enforcement of school attendance by-laws, in some cases (especially in rural areas) it was not uncommon for the magistrates to be far too lenient (possibly, in some cases, from lack of sympathy with educational aims and objects), and if parents knew that nothing worse than a few words of advice followed prosecution, the parents did more as they pleased in those areas than where magistrates realized the importance of education and fined parents for breach of the law.

72. Conditions as to Institution of Legal Proceedings.

Sect. 144 of the Education Act, 1921, states that "no legal proceedings for non-attendance or irregular attendance

at school shall be commenced in a court of summary jurisdiction by any person appointed to carry out this Act or any by-law made thereunder, except by the direction of not less than two members of the Education Committee of a Local Education Authority, or of any sub-committee appointed by that committee for school attendance purposes."

In accordance with this section, if an officer of the Local Education Authority makes an application for a summons he must take with him a certificate signed by the necessary two members authorizing the application to be made.

73. Census of Child Population.

To ensure that all children of school age are in attendance, it is necessary to keep a register of all such children. To be of real service this must be kept up to date. In areas where there is a fair number of migratory children this is difficult, but it is not impossible if the attendance officers are alert. When an attendance officer calls to see a child reported to him on the attendance slip as absent, if the child is not at the given address, he can generally obtain some information from the neighbours or others as to the probable place where the child may be found or to which the parents have moved. If he has moved out of the area, an inquiry should at once be sent to the Local Education Authority of the area to which the child is reported to have gone.

A useful four-page form of inquiry is given on pp. 81-84. The address on the front page requires only the name of the town to be written when folded for sending out, and the form may be stamped on the fourth page for return and is ready addressed. This is of assistance to the Local Education Authority receiving the child.

If the removal is merely to another part of the area of the Local Education Authority, the case should be handed to the officer for the district to which he or she has gone.

As regards new comers to the area, census work should

always be in progress. Spare time not occupied in attendance inquiries should be employed in census work.

The attendance officers do not have holiday for the whole of the time that the schools are closed, and this allows systematic and regular work on the register to be kept up.

As the beginning of each term approaches, the register or census book (or a book of excerpts from the census book) enables each officer to see at a glance which children in his district will become 5 years of age, and consequently should commence attendance at school, and a preliminary inquiry as to which school the child will attend will be helpful. At the beginning of the term the officer then makes inquiry at the school previously named by the parent to see if the pupil is in attendance. (If the school named is a private school an inquiry may be made direct from the education office by letter.)

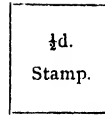
74. Attendance " Slip " Register.

In the preceding regulations reference is made to the attendance slip register. The register consists of a single sheet or slip of paper. See page 86 for a copy of this duplicate attendance register (or slip register).

Each head master or mistress is supplied with sufficient copies to have one for each child in the school at the commencement of the school year, with sufficient spare copies to allow for additional pupils entering during the year. *Absences only* are entered on the slip.

The slips are made out by the class teachers when marking the registers. They are handed to the school attendance officer on his visit to the school. The officer takes the slips, and after visiting the home, returns the slip to the school with his report written on the back thereof. On further absence the slip is issued again, and a further visit and report noted thereon.

This enables a complete record to be kept of absences and



THE DIRECTOR OF EDUCATION,
EDUCATION OFFICES,

.....

No.

COUNTY BOROUGH OF BLACKPOOL

EDUCATION COMMITTEE

A. E. IKIN, LL.D., B.Sc.

*Director of Education.*EDUCATION OFFICE,
BLACKPOOL,

Telephone No. 2200.

Dear Sir,

late of.....

Blackpool ^{is} now said to be residing with.....
_{are}

Will you be good enough to cause inquiry to be made and inform
me at your earliest convenience as to the accuracy or otherwise
of this statement, and oblige,

Yours faithfully,

A. E. IKIN.

*The Director of Education,**Education Committee.*

EDUCATION OFFICES

No. _____

.....19....

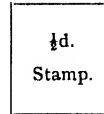
Dear Sir,

Replying to the annexed inquiry: It is found that the child
 children
 named therein isresiding at the address given and
 are
 isattendingSchool
 are
 in this Borough.....

He, She, They, will.....return.....to
 Blackpool on.....

Yours faithfully,

*The Director of Education,
 Education Committee,
 Blackpool.*



THE DIRECTOR OF EDUCATION,
EDUCATION OFFICES,
BLACKPOOL

reports of visits, but with a minimum of clerical work. These records are extremely useful in case of prosecution.

If a pupil is transferred from one school to another in the borough, through change of residence or for other cause, his slip is transferred to his new school.

75. Regulations of a Borough Education Committee.

The following extracts from the handbook of the Black-pool Education Committee will illustrate the work and duties of attendance officers in that area—

(a) SCHOOL ATTENDANCE

1. *Enforcement of School Attendance.*

The duty of enforcing school attendance is carried out by the School Attendance Special Sub-committee.

The borough is divided into three school attendance districts, each of which is worked by a school attendance officer.

The superintendent school attendance officer supervises the whole of the school attendance work of the borough.

2. *Visitation by School Attendance Officer.*

The attendance officers visit the schools in their respective districts systematically, and obtain from the head master or head mistress the attendance slip register of each scholar who is absent, and (unless the head teacher knows there is a satisfactory reason for such absence) at once visits the home of the absentee to make inquiries and to obtain the attendance of the child.

3. *Parent Summoned Before By-laws Rota Committee.*

In cases of frequent absences the parent is summoned before a Sub-committee of the School Attendance Sub-committee to give any reason he may have for the irregular attendance. This sub-committee is called the By-laws Rota Committee, the members of the School Attendance Committee being summoned in turn to attend in the evening to interview parents who are infringing the by-laws for school attendance. Parents are warned of the consequences of continued irregularities.

The procedure is repeated if, after a temporary improvement, irregularity of attendance is resumed.

4. *Prosecution.*

In cases of continued absence after such warning, authority is given to the attendance officer to prosecute the parent, but such orders are given only as a last resort.

COUNTY BOROUGH OF BLACKPOOL

EDUCATION COMMITTEE

Duplicate Attendance Register

.....SCHOOL

.....Form. Ad. No..... Register No.....

Child's Name.....

Date of Birth.....

Parent's or Guardian's Name.....

Occupation

Residence

Other Addresses

.....C.....

1924.	Mon.	Tues.	Wed.	Thu.	Fri.	Head Teacher's Remarks and Initials.	1925.	Mon.	Tues.	Wed.	Thu.	Fri.	Head Teacher's Remarks and Initials.
Weeks Ending							Weeks Ending						
Aug. 1					H		Feb. 6						
" 8		H	l	i	d		" 13						
" 15		H	l	i	d		" 20						
" 22		H	l	i	d		" 27						
" 29		H	l	i	d		Mar. 6						
Sept. 5							" 13						
" 12							" 20						
" 19							" 27						
" 26							Apl. 3						
Oct. 3							" 10					H	
" 10							" 17		H	l	i	d	
" 17							" 24						
" 24							May 1						
" 31							" 8						
Nov. 7	H						" 15						
" 14							" 22						
" 21							" 29						
" 28							June 5		H	l	i	d	
Dec. 5							" 12	H					
" 12							" 19						
" 19							" 26						
" 26		H	l	i	d		July 3						
1925.							" 10						
Jan. 2		H	l	i	d		" 17						
" 9							" 24						
" 16							" 31						
" 23							Aug. 7						
" 30													

REFERENCES

Absentee Marks: Morning /, Afternoon \, all day X O Officer's
Report (see back of slip). New Admissions to be marked "A."
N.B.—Attach Doctor's Certificate.

(b) RULES AND REGULATIONS FOR SCHOOL ATTENDANCE
OFFICERS

5. *General Duties.*

(a) The Education Acts and the by-laws of the committee provide that all children between 5 and 14 years of age, not otherwise under satisfactory instruction, or properly exempted, shall attend a certified efficient school, and it becomes each officer's duty to see that in this district the law is enforced.

(b) Officers must make themselves thoroughly acquainted with the by-laws of the committee, with that part of the Code of Regulations of the Board of Education concerning registration, and with the various Acts of Parliament which bear upon their duties. In addition they must also acquire a knowledge of the public elementary schools and of the general conditions of the district.

6. *Visiting Homes of Scholars.*

(a) In visiting it will be each officer's duty to ascertain whether every child of school age is receiving satisfactory instruction; in case of neglect, to ascertain the real cause; to explain to the parents the requirements of the law; to urge upon them the necessity of at once complying and to furnish them, if requested, with information as to certified efficient schools in the neighbourhood; but the officer must scrupulously avoid using influence in favour of any particular school. The choice of school rests absolutely with the parents.

(b) Officers must explain to parents that children under 14 years of age are not to work. Cases of frequent absence from school owing to sickness should be vouched for by a certificate of a duly qualified medical practitioner stating the nature of the illness and its probable duration. Where a child is said to be attending a private school, or to be under efficient instruction in some other manner, officers must use their judgment, and make inquiries as to the correctness of the statement.

(c) In general visitation, and especially when dealing with those who attend school irregularly, the officer will explain that only regular and punctual attendance at the school will satisfy the by-laws, and secure the satisfactory progress of the children.

(d) Where there is a father he should, if possible, be seen, even if it be necessary to visit in the evening.

7. *Wandering Children, etc.*

Children who may be found begging, or wandering about in a state of apparent neglect or destitution, must be followed to their homes; the parent or guardian must be seen, and the actual condition of the family ascertained; the names and addresses of other children found in the streets must also be taken, particular attention being paid to children acting in contravention of Part VIII of the Education Act, 1921, or the by-laws of the committee, with reference to the employment of children. If such children do not reside in the district of the officer in which they are found, particulars should be furnished to the officer responsible, who must visit and deal suitably with the case. Should it appear from the circumstances of the case that the child ought to be sent to a certified industrial

school, the case must be reported to the director of education, and if directed, the school attendance officers must take the necessary proceedings to bring the child before the magistrates, to be dealt with under the appropriate Act or by-law. The parents should be informed of their liability to contribute to the support of a child sent to an industrial or other special school.

8. *Following Up Cases.*

(a) Where a child is prevented from attending school by sickness or any unavoidable cause, it will be necessary to see that the child is not detained at home after recovery from sickness, or when the cause of detention ceases. When it is suspected that a contagious or infectious disease is the cause, the case must be immediately reported to the director of education, who will communicate with the medical officer of health.

(b) The officers should make particular inquiry about all children whose names are for any cause struck off the register of any school, and keep such cases strictly in view until the children are admitted into another school.

9. *Monthly Report.*

Every officer must present each month to the School Attendance Special Committee, a correct report of his month's work, including—

- (a) The number of visits to houses ;
- (b) The number of visits to schools ;
- (c) The number of cases summoned before the committee ;
- (d) The number of cases summoned before the magistrates, and the decision thereon ;
- (e) The number of truant and wandering cases found during the month ;
- (f) The number of children of school age found not attending any school ;
- (g) Any other matter of importance the officer may deem it necessary to bring under the notice of the committee.
- (h) A statistical statement showing particulars of scholars, their attendances, etc., at schools in his district.

10. *Preparation of Statistics.*

The officer must prepare cases for prosecution, assist in the compiling of statistics and in the preparing of reports and undertake such further duties as may from time to time be required.

11. *Hours of Duty.*

Officers are required to give their whole time to the service of the committee, and shall not engage in any other occupation without the committee's consent. The hours which they are ordinarily required to devote to their work are as follows—

Monday	} 9 a.m. to 12 ; 1.30 to 5.30 p.m.
Tuesday	
Wednesday	
Thursday	
Friday	
Saturday, 9 a.m. to 12.30 p.m.	

But evening visitations may be necessary in special cases in addition to attendance at rota committees.

12. *Holidays.*

Each officer is entitled to the following holidays: Christmas, ten days; Easter, four days; Whitsuntide, six days; Summer, two weeks. The times are to be subject to the approval of the director of education. No other absence from duty shall be permitted except with the consent of the director of education.

13. *Supervision in Work.*

Each officer will be under the supervision and control of the superintendent school attendance officer and the director of education, who will receive any complaints, and give all instruction and information necessary to the efficient discharge of his duty.

14. *General Requirements for School Attendance Officer.*

(a) Officers must not divulge the nature of their duties or instructions, or the information they may acquire in the course of their duties to anyone not being a member of the committee or an officer of the committee, but must refer inquiries on such subjects directly to the director of education.

(b) Each officer must regularly, promptly, and accurately make all requisite entries in his books, have all forms and books posted up to date, and ready for immediate use or inspection.

(c) It is absolutely necessary that officers should be at all times sober, active, good-tempered, and civil. It should be remembered that any discourtesy will provoke opposition in those with whom they have to deal, and will interfere with the due discharge of their important and delicate duties.

(d) It is hoped that officers will take a thorough interest in the work in which they are engaged. In proportion to the intelligence, accuracy, forbearance, and tact displayed, will their success be estimated by the committee.

76. Some Duties of Superintendent of School Attendance Officers in a Borough.

A superintendent of school attendance officers should have had practical experience of the work of a school attendance officer, so that, if necessary, he may show the officers working under him *how* to secure in a tactful way the attendance of absentees which they themselves may have failed to secure.

He should make himself thoroughly conversant with the general conditions of the whole of the area of the Local Education Authority, and be able to visualize the work required and to map out that of those working under him,

so that the duties of his department may be carried out as efficiently and as harmoniously as the nature of the work will allow.

He should be responsible for seeing that each officer has kept up to date his census book, and the book of excerpts from this.

He should, if possible, check the work of each officer at the end of each day's visitation, and advise on all difficult cases.

He may check the actual visitation being done by visiting some of the cases himself (surprise visits), and initialling the records of the officers at the time in addition to his signature at the close of each day's work.

Difficult and exceptional cases he may visit himself with the officer for the district in which the case arises.

He should be able to prepare a case for prosecution, and (if necessary) to conduct the case before the magistrate.

CHAPTER X

EMPLOYMENT OF CHILDREN AND YOUNG PERSONS

(A) ORDINARY EMPLOYMENT OF CHILDREN UNDER FOURTEEN

77. Restrictions Under Statutory Authority.

UNDER the Education Act, 1921 (which has repealed and replaced the relevant clauses of the Employment of Children Act, 1903), under the Employment of Women, Young Persons, and Children Act of 1920, and also under the various Factory Acts there are restrictions on the employment of children.

As a result, no child under 14 may be employed during the hours he should be at school, while for employment out of school hours—

No employment of children under 12 is allowed.

No children under 14 may be employed in an industrial undertaking.

The employment of children between 12 and 14 (even in a non-industrial undertaking) is restricted.

On Sundays such children may not be employed for more than two hours, and on Saturdays and on other weekdays when they are not required to attend school (e.g. on holidays), children between 12 and 14 may not be employed before 6 a.m., while on days when they are required to attend school they may not be employed before the close of school or after 8 p.m.

The term " industrial undertaking " includes particularly—

(a) Mines, quarries, and other works for the extraction of minerals from the earth.

(b) Industries in which articles are manufactured, altered, cleaned, repaired, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed ; including shipbuilding, and the generation, transformation, and transmission of electricity and motive power of any kind.

(c) Construction, reconstruction, maintenance, repair, alteration or demolition of any building, railway, tramway, harbour, dock, pier, canal, inland waterway, road, tunnel, bridge, viaduct, sewer, drain, well, telegraphic or telephonic installation, electrical undertaking, gaswork, waterwork, or other work of construction, as well as the preparation for or laying the foundations of any such work or structure.

(d) Transport of passengers or goods by road or rail or inland waterway, including the handling of goods at docks, quays, wharves, and warehouses, but excluding transport by hand.

78. Further Restrictions Under By-Laws.

The Local Education Authority may make by-laws to restrict the employment of children still further than the statutory restrictions referred to in the preceding paragraph, if they wish to do so, and if the Home Office approve the by-laws. The by-laws may prohibit employment between 12 and 13, but cannot prohibit all employment under 14 although they may restrict the hours of employment for those between 13 and 14.

On the other hand, they may allow some variation from the statutory requirements, and may authorize a limited amount of employment before school hours in specified occupations such as the delivery of milk, or newspapers.

79. Procedure for Making By-Laws.

By-laws must be made by the Local Education Authority (i.e., by the council) and not by the Education Committee of the council. The first step, however, is generally taken by the committee, who by resolution recommend the council to make certain by-laws. If the council accepts the recommendation, the by-laws which it is proposed to make must be published for not less than a month by advertisement in the local press and by posters.

During this period any ratepayers in the area affected may appeal to the Home Office. (In the case of school attendance by-laws appeal may be made to the Board of Education). If necessary, a public inquiry may be held before sanction is given to the making of the proposed by-laws.

When the sanction of the Home Office has been received, the council, by a specific resolution, pass the by-laws and authorize the seal of the council to be affixed thereto, and they thereupon become operative, and legal proceedings may be taken for non-observance or breach of the by-laws.

80. Example of Warning Notice.

On page 94 is given a copy of a warning notice to employers which is used by a number of Education Committees. (This particular notice is published by, and obtainable from, Messrs. E. J. Arnold & Sons, Leeds.)

A similar warning notice for parents (No. E.C. 10) is issued with the words "that you are permitting your child to be employed," in the place of the words "that you are now employing a child" which are given on the employers' warning notice. The issue of these notices, as a rule, obviates the necessity of prosecution.

81. Example of Restrictions in a County Borough.

The following notice shows the arrangements under the by-laws made by the Local Education Authority for Blackpool, where the minimum age has been altered by by-law from 12 to 13—

BLACKPOOL EDUCATION COMMITTEE

Children Under 14.

1. A child under 13 years of age may not be employed.
2. A child between 13 and 14 years of age may not be employed in any industrial undertaking.
3. A child between 13 and 14 may be employed in an undertaking which is not an industrial undertaking *if an employment card signed by the director of education is obtained, but such child—*
 - (a) May not be employed between 8 p.m. and 7 a.m.
 - (b) May not be employed on days when school is open until one hour after school closes, and then for not more than two hours.
 - (c) May not be employed on Sundays before 8.30 a.m. nor after 10.30 a.m.
 - (d) May be employed on Saturdays and holidays for not more than five hours on any one day, and such employment on Saturdays or holidays may not commence before 9 a.m., nor be continued after 8 p.m.

.....EDUCATION AUTHORITY

EDUCATION OFFICES,
.....
.....
.....192....*Education Act, 1921***EMPLOYMENT OF SCHOOL CHILDREN***To*
of

It has been reported to the Education Committee that you are
now employing a Child¹
under fourteen years of age in²

.....
contrary to the provisions of the By-laws. You have by so doing
rendered yourself **LIABLE TO BE SUMMONED BEFORE A
MAGISTRATE AND FINED A SUM NOT EXCEEDING 40s.**
for a first offence, and for a second or subsequent offence a sum
not exceeding **25**.

I have therefore to inform you that unless the requirements of
the By-laws are complied with immediately, legal proceedings must
follow.

Please acknowledge receipt of this Notice at once, and state
whether you have ceased to employ the Child in the manner
referred to.

.....
*Director (or Secretary) of Education.*¹ Insert name of Child.² Insert Nature of Offence in words of By-law applicable.

N.B.—Special arrangements are made for morning delivery of milk or newspapers by children between 13 and 14.

Under Sect. 92 (1) of the Education Act, 1921, if the by-laws of any Local Education Authority permit employment on any school day before nine in the morning, such employment must be limited to one hour, and any child who is permitted to be employed for one hour before school may not be employed for more than one hour in the afternoon.

The special arrangements for morning employment under the authority to which reference is made in the notice above are (in addition to the restriction of afternoon employment to one hour as above)—

1. The one hour's employment before school must not commence before 7 a.m. and must terminate not later than 8.30 a.m. so as to allow the child to attend school without too great a rush.

2. Before an employment card is issued for morning employment, the employer must sign an undertaking that he will be responsible for the child having a good breakfast and being well shod and protected from the weather. (See page 96 for copy of undertaking to be signed by employer when he sends in an application form for milk or newspaper morning work.)

82. Employment Cards.

¶ The notice to employers shown on page 97 gives the procedure to be adopted in the County Borough of Blackpool in order to obtain an employment card or licence for limited employment between 13 and 14.

EDUCATION DEPARTMENT
BLACKPOOL EDUCATION COMMITTEE

EDUCATION ACT, 1921

Name of Firm.....

Address

Date.....

We (I) hereby undertake to observe the Regulations issued by the Blackpool Education Committee in regard to the employment of children.

We (I) also undertake to see that.....
has a good breakfast, is well shod, and is sufficiently protected from the inclemency of the weather each morning he (she) is in our (my) employment for the purpose of delivering newspapers (milk).

*Signature of Proprietor, }
Manager, or Assistant }*

The employer will be held responsible for any breach of this undertaking even if this form be signed by a Manager, Assistant, or any person on his behalf.

BLACKPOOL EDUCATION COMMITTEE

NOTICE TO EMPLOYERS

EMPLOYMENT WHICH IS NOT IN CONNECTION WITH AN
INDUSTRIAL UNDERTAKING

1. No child under 13 may be employed.

2. There is no restriction as regards the employment of young persons of 14 and over (except in connection with street trading and industrial undertakings).

3. If a person not engaged in an industrial undertaking *employs a boy or girl between 13 and 14 years of age* in any labour exercised by way of trade or for the purpose of gain whether the gain be to the child or to any other person—

(1) The employer and parent shall send a written notification to the Local Education Authority, each stating his own name and address, and the name, address, and date of birth of the child; the proposed occupation and the time at which such employment begins and ends.

(2) The authority issue to each child in respect of whom such notice is given a card, called in the by-laws an "employment card," and after such card is issued *no such child shall be employed unless he has such card with him*. He shall produce the card for inspection if and when required to do so by any authorized officer of the authority.

(3) The authority shall cause to be entered on the employment card of such child the name and address of the child, and the times between which the employment of such child is permitted. The times so entered shall be such as the employer may choose, provided they are such as are allowed by the by-laws. The times may be altered by the authority from time to time on the application of the employer.

(4) No child to whom an employment card has been issued shall be employed except within the times entered by the authority on the card.

(5) The employer shall keep fixed in a conspicuous position, in the place in or in connection with which the child is employed, a notice showing the precise times within which the child is employed on school days, on Sundays, and on week-days when school is not open.

N.B.—For applications under 3 (1) above, a copy of an application form, E.C.5, which is published by Messrs. E. J. Arnold & Sons, Leeds, is given on page 98. A similar form, E.C.6, is published for use by employers,

EDUCATION ACT, 1921

EMPLOYMENT OF SCHOOL CHILDREN

PARENTS' APPLICATION FORM

(To be sent to the Local Education Authority when application is being made for an Employment Card, and to be accompanied by the School Medical Officer's Certificate endorsed by the Employer).

Name of Child.....

Address

Sex..... Date of Birth.....

Day School Attending.....

In what Grade or Standard.....

Parents' (or Guardians') Names—

Father Occupation.....

Mother..... Occupation.....

Consent for Child to be Employed given by.....

Proposed Employer—

Name.....

Address

Business.....

Nature of Employment Proposed for Child.....

Days and Hours of Employment—

School Days between the hours of.....and.....

Saturdays and Holidays between the hours of..... „

Sundays between the hours of..... „

Date of Application..... Employment Card Issued.....

The employer must fill up a similar form to the above and send it to the Education Office.

(B) EMPLOYMENT OF CHILDREN IN
ENTERTAINMENTS

83. Licences may be Granted for Entertainment Work.

•Owing to the alleged necessity of early training for those desirous of becoming professional entertainers, the Education Act, 1921, includes a clause making special concessions with regard to the employment of children in entertainments.

Sect. 101 states that—

A Local Education Authority for elementary education may, *notwithstanding anything in this part of the Education Act or any by-law made thereunder*, grant a licence for such time and during such hours of the day, and subject to such restrictions and conditions as are prescribed by the Board of Education for *any child exceeding 12 years of age residing in the area of the authority* to take part in any entertainment or series of entertainments in premises licensed according to the law for public entertainments, or in any circus or other public place of amusement as aforesaid if satisfied of the fitness of the child for the purpose and if it is shown to their satisfaction that proper provision has been made to secure the health and kind treatment of the children taking part in the entertainment or series of entertainments.

Any such licence shall be sufficient protection to all persons acting under or in accordance with the same.

From the above it will be seen that the licence must be issued by the Local Education Authority of the area in *which the child resides*, and that the restrictions concerning the number of hours of employment and the early evening termination of employment given by the Education Act for ordinary employment does not apply here.

84. Local Education Authority Cannot Refuse to Grant Licences if Conditions therefor are Fulfilled.

If the members of a Local Education Authority object, on principle, to the granting of *any* such licences and refuse to grant them, the persons making application therefor may appeal to the Board of Education, and if the children for whom application is made satisfy the requirements of the

Education Act so far as age, health, and fitness for the work, and suitable environmental influences, then the Local Education Authority may be compelled (ultimately by mandamus) to grant such licences as the Education Act authorizes.

85. Regulations for Granting of Licences.

The following regulations, issued by the Local Education Authority for Blackpool County Borough, will explain the general procedure adopted there in connection with the granting of such licences—

REGULATIONS FOR THE EMPLOYMENT OF CHILDREN IN ENTERTAINMENTS UNDER SECT. 101 OF THE EDUCATION ACT, 1921.

(a) Application for a Licence.

1. A parent or guardian of a child who wishes to obtain a licence to take part in an entertainment or series of entertainments must obtain a certificate from the school medical officer that the child may be employed in the manner proposed without prejudice to his or her health or physical development, and that the employment will not render the child unfit to obtain the proper benefit from his or her education.

2. A report from the head master or head mistress of the last school attended must be obtained, as to the child's educational attainments. (If the child has not attended a school, a report should be obtained from the last teacher of the child.)

3. The following papers should be forwarded to the director of education—

- (a) The school medical officer's report.
- (b) The report of the head master or head mistress.
- (c) A birth certificate or other evidence of the age of the child.
- (d) Two identical prints (unmounted if possible) of a photograph of the child taken within the last six months.
- (e) A statement that the parent or guardian wishes to apply for a licence.

4. On receipt of the above documents by the director of education a form of application for a licence will be supplied from the education office. This form should be filled up by the parent or guardian and also by the employer of the child.

5. The application form should be returned so that it may be in the hands of the director of education, duly completed, not less than fourteen days before the licence is required.

(b) Some Conditions Under which a Licence Will be Granted.

1. A licence will only be granted for use in connection with a place of entertainment which is approved for the purpose by the Local Education Authority, and in determining whether such approval shall be given, the authority will have regard to the provision of proper dressing rooms, exclusively allocated to the

children to be employed and generally to the health, comfort, and moral protection of the children.

2. The child (if not living with his (her) parent or other person *in loco parentis*) shall not be employed unless he (she) is in the care of a matron, governess, or other fit person who shall be responsible for his (her) welfare, and shall accompany him (her) to and from the place of entertainment, and shall be the medium through whom any communications, written or otherwise, to him (her) at the place of entertainment shall be made. Such person must be approved by the Local Education Authority.

The child, if living with his (her) parent or other person *in loco parentis* shall be accompanied home from the place of entertainment by some fit person.

3. The child shall leave the place of entertainment not later than fifteen minutes after the end of his (her) part in the entertainment, but in any case not later than 10 p.m.

4. If the child is not living with his (her) parent or other person *in loco parentis* he (she) shall not be employed on any day unless he (she) is living under conditions and in premises approved by the Local Education Authority and the authority may attach such reasonable terms for their approval as they think fit.

5. The child shall not without the permission of the Local Education Authority or such officer of that authority as the authority appoint, take part in an entertainment during any school term on any other day than Saturday unless he (she) has made two attendances on that day at a school approved for the purpose by the authority, or has been receiving education from a teacher approved for the purpose by the authority granting this licence in accordance with a time table similarly approved.

6. The person in charge of the child shall keep such records of the scheme of work on which he (she) is engaged at school or of attendances and work done at school as may be required by the Board of Education, and these records shall be produced if required to the Local Education Authority or to the teacher of a school which a child attends.

7. After the first medical examination the child shall be submitted to medical examination by the school medical officer at such intervals as the Local Education Authority may require in each individual case.

8. The child shall be granted such holidays during the currency of the licence as the Local Education Authority may specify at the time of grant.

(c) *Grant of a Licence.*

1. If a licence is granted by the Local Education Authority it shall be in the form and subject to the restrictions and conditions specified by the Board of Education in their *Employment of Children in Entertainments Rules, 1920*. The licence will be granted only for the period specified therein.

2. The licence will be granted only for a limited period which will be fixed when the licence is granted.

3. One of the two photographic prints sent in when making application for a licence will be attached to the licence.

4. The licence must be produced at the place of entertainment at

all reasonable hours when required by an authorized officer of the Local Education Authority.

(d) *Variation of or Addition to a Licence.*

1. An application for a variation of, or addition to, a licence shall be made in writing to the director of education if the licence takes effect or is about to take effect in the area of the Blackpool Local Education Authority.

2. The application shall state the grounds on which the variation or addition is desired.

3. No addition to, or variation of, a licence shall be made which renders the licence inconsistent with the provisions contained in the Employment of Children in Entertainment Rules, 1920, made by the Board of Education as to restrictions and the conditions subject to which a licence may be granted.

(e) *Notice from a Child Already Holding a Licence.*

The holder of a licence which has been granted by an authority other than the Blackpool Local Education Authority must send the following information to the director of education at least seven days before the child takes part in any entertainment or series of entertainments—

1. Particulars of the licence.
2. Place of entertainment where the child is to be employed.
3. Address of house where the child and the matron or other person in charge will lodge, with name of householder.
4. Dates and hours of entertainment.
5. Time for which the child will be on the stage, and, if the times are not consecutive, duration of intervals.
6. Name and description of matron or other person in charge of the child.
7. Proposed manner in which the child will be educated while employed in Blackpool. If not at a public elementary school, particulars must be given of the arrangements.

EMPLOYMENT OF YOUNG PERSONS

86. Street Trading.

Sect. 91 of the Education Act, 1921, authorizes a Local Education Authority for elementary education to make by-laws with respect to street trading by children and young persons under the age of 16.

The by-laws may prohibit street trading except under certain conditions, and may regulate the conditions for granting licences for street trading.

In making by-laws, special regard must be had to the desirability of preventing the employment of girls under 16 in streets or public places.

"Street trading" includes the hawking of newspapers, matches, flowers, and other articles, playing, singing, or performing for profit, shoeblackening, and any other like occupation carried on in streets or public places.

87. Example of By-Laws for Street Trading.

Under the by-laws given on pp. 103, 104, no licences are granted to young persons between the age of 14 and 15. The result has been very beneficial. There are far less who apply for a street-trading licence at 15 than would have been the case if they could have begun street trading at 14. As they could not obtain a licence at that age they obtained other work at 14 and retained it at the later age.

BLACKPOOL EDUCATION COMMITTEE

(a) *General Regulations as to Street Trading.*

By-law 1. (a) No boy or girl under the age of 15 years shall be employed in or carry on street trading.

(b) No girl between the ages of 15 and 16 years, unless accompanying or assisting a parent or guardian *bona fide* engaged in street trading, shall be employed in or carry on street trading.

(c) No person under the age of 16 years shall be employed in or carry on street trading after 7 o'clock in the evening between the first day of October and the thirty-first day of March inclusive, or after 8 o'clock in the evening between the first day of April and the thirtieth day of September, inclusive.

(d) No person under the age of 16 years shall be employed in, or carry on, street trading on Sunday.

(e) No person under the age of 16 years, engaged in, or carrying on street trading, shall enter any premises licensed for public entertainments or for the sale of intoxicating liquor for consumption on the premises for the purpose of trading or delivering goods.

(f) No licensed person shall, whilst trading in any street, tout or importune to the annoyance or obstruction of passengers.

(b) *Licences for Street Trading.*

By-law 2. (a) No person under the age of 16 years shall be employed in, or carry on street trading unless furnished with a licence from the Local Education Authority.

(b) A licence to engage in street trading shall not be refused by the Local Education Authority to any person between the ages of 15 and 16 applying for it, and not prohibited by by-law except on the ground that the applicant is by reason of physical or mental deficiency unfit to trade in the streets, or that he has not his parent's or guardian's consent to his being so employed.

(c) Every licence shall be granted to expire on the 30th day of April following.

(d) Every licensed person while trading in the streets shall wear, attached to his outer clothing, on his right arm above the elbow,

in such a position and manner as to be at all times plainly and distinctly visible, a badge, which shall be provided by and remain the property of the Local Education Authority, and on which shall be engraved, impressed, painted, or marked in legible figures, a number corresponding with the number of the licence granted to such licensed person, and the words "Corporation of Blackpool."

(e) No charge shall be made by the Local Education Authority for any licence or badge. The Local Education Authority may, however, require from any licensed person supplied with a badge a deposit not exceeding sixpence, and shall refund such deposit on the return of such badge.

(f) The Local Education Authority may suspend or revoke any licence if the holder is convicted of any offence or commits any breach of these by-laws or in any way defaces, lends, or parts with his badge, or uses the licence as a cloak or excuse for begging, immorality, imposition, or any improper purpose, or fails to notify the director of education within fourteen days any change in the holder's place of residence, or fails to attend a continuation school regularly.

By-law 3. Any by-laws made under the Employment of Children Act, 1903, and heretofore in force within the district are hereby revoked as far as they affect such district, from the day on which the present by-laws come into operation.

CHAPTER XI

MEDICAL INSPECTION AND TREATMENT

88. Statutory Duty of Local Education Authority.

SECT. 80 (1) of the Education Act, 1921, states—

It shall be the *duty* of the Local Education Authority for elementary education, with respect to children educated in public elementary schools, to make or otherwise secure such adequate and suitable arrangements as may be sanctioned by the Minister of Health for *attending to the health and physical condition of such children*, and to provide for *their medical inspection* immediately before, or at the time of, or as soon as possible after, their admission to the school, and on such other occasions as the Minister of Health may direct.

Under this sub-section it is the *duty* of the Local Education Authority not merely to provide for medical inspection but to provide medical treatment for pupils attending public elementary schools.

Under Sect. 80 (2), it is the *duty* of the Local Education Authority to provide for the *medical inspection* of children and young persons attending provided secondary schools, Welsh intermediate schools, continuation schools, and certain other schools or educational institutions.

This sub-section also gives the Local Education Authority *power* to make arrangements for attending to the health and physical condition of such children and young persons.

Sect. 80 (3) gives the Local Education Authority *power* to deal with children and young persons attending other schools and institutions (including private schools) if so requested by or on behalf of persons having the management thereof.

N.B.—The difference between duties and powers should be noted in the above.

89. Regulations of Board of Education.

Under the 1925 Regulations for special services, the

authority must provide in each calendar year for the medical inspection of—

(i) All children, as soon as possible after their first admission to public elementary schools, and in any event not later than 12 months after that admission.

(ii) All children who were between the ages of 7 and 8 on the first day of the calendar year.

(iii) All children who had attained the age of 12 on the first day of the calendar year and have not previously been medically inspected after attaining the age of 12.

The arrangements made by the authority, subject to the sanction of the Board of Education, for attending to the health and physical condition of children must include arrangements for—

(a) The following up of cases of defect found in the course of medical inspection.

(b) The detection and prevention of uncleanness.

(c) The medical treatment of defects of eyes and teeth, minor ailments and enlarged tonsils and adenoids.

90. Medical Staff and School Clinics.

To carry out the above-mentioned duties it is necessary to appoint a staff which will include duly qualified medical practitioners as school medical officers, also duly qualified school dentists and nurses, with dental attendants and the necessary clerical staff for administrative purposes.

In addition, the most progressive authorities appoint to the medical staff one or more physical exercise organizers to deal with matters affecting the general physical condition of the pupils.

The number of school medical officers, etc., required will depend largely upon the number of schools and educational institutions to be dealt with, and on the area to be covered. A school medical officer can inspect 1,000 pupils in one or two contiguous schools in a county borough in far less time than he could deal with the same number of pupils in a

rural area with small and widely scattered schools. Similarly, the number of dentists will vary, and also the other necessary staff.

The medical treatment which can be provided will vary with the type of district under the Local Education Authority. In a medium-sized county borough there will be a medical clinic to deal with minor ailments and ophthalmic examination, together with a dental clinic. Necessary operations (e.g. for removal of tonsils and adenoids) may be performed at the local hospital on terms arranged by the local hospital board and the Local Education Authority.

In a large county borough there may be several ordinary school clinics for minor ailments, with one or more clinics for more specialized treatment and with arrangements for minor operations.

In a large county area medical inspection may be carried out by peripatetic school medical officers with school nurses accompanying them, but facilities for medical treatment are not so easily obtained as in a borough. Arrangements may be made with local medical practitioners and with local hospitals where such exist. In some counties a travelling dental clinic is provided in either a motor-van or a horse-drawn van.

In the latter case arrangements are usually made for some farmer in the village to provide a horse to take the van to the next village when the treatment at the local school is completed, and this procedure is repeated for the next move, and so on.

91. Administrative Arrangements.

In areas where there are several visiting officials, care must be taken to avoid visits to the same school at the same time by two officers of the Local Education Authority. In one county area the two county inspectors of schools and the three school medical officers every Saturday supplied the writer of this book with the list of schools each proposed

to visit during the coming week. If, as sometimes happened, a school medical officer and a county inspector of schools had the same school down for a visit on the same day, after consultation a re-arrangement was made on one or other of the lists.

Saturday was the day when all officials were together at the County Education Office, and the day on which the county inspectors reported to the writer on the work of the schools visited.

In order to obtain the attendance of parents at the medical inspection of pupils, notice should be sent to the head teacher of the date and hour of the proposed visit. To enable this to be done, the school medical officer, nurses, dentists, and physical exercise organizer supply the writer on Thursday of each week with a list of the schools it is proposed to visit during the following week. This prevents mutual interference of officers' work. The list being supplied on Thursday enables the head teachers, whose schools will be visited by school medical officer or dentist on the following Monday, to receive a notice on Friday, and to invite parents to be in attendance on the Monday.

In the majority of areas the medical officer of health is the chief school medical officer, and the acting school medical officers serve as his assistants. In a few cases the school medical officer is independent of the medical officer of health, but in such cases special arrangements are made for the notification to the medical officer of health of all cases of infectious disease found by the school medical officer or nurses either at schools or at the clinic.

There is a good deal of clerical work in connection with medical inspection, as in addition to medical inspection notices, cards must be issued to invite pupils needing treatment to attend the medical, dental, ophthalmic, or other clinic, and records of such attendances (if during school hours) must be supplied to their individual school for registration purposes, and, further, a detailed record of the results of medical inspection must be kept for each child.

It is by far the best plan for all notices to be sent by the director of education rather than by the school medical officer, as this avoids any conflict of instructions through two departments each giving independent instructions to head teachers or pupils.

(A) DUTIES OF STAFF OF EDUCATION OFFICE

The following extract from the handbook of the Blackpool Education Committee will illustrate the point mentioned where an attempt has been made, by the arrangement suggested above, to leave the school medical officer freer to devote time to actual medical duties rather than to clerical work, and at the same time the director retains control of office communications to the schools.

The following duties will be performed by the administrative staff of the education office—

(a) The notifying of head teachers that a medical or dental inspection will take place in the school on a certain date—head teachers will then notify parents of the children concerned.

(b) The issuing of orders to parents to bring their children to the medical or dental clinic as required by the school medical officer. The order will be issued through the head teacher in order that the school registration may be properly performed.

(c) The making of all inquiries concerning financial necessity of cases needing treatment.

(d) The duplication or printing and the distribution of all memoranda or reports to the schools or to the committee.

(B) DUTIES OF SCHOOL STAFF

Each head master or mistress shall be responsible for—

(a) Notifying the parents of the proposed inspection.

(b) The provision of the best facilities available for carrying out such inspection.

(c) Conducting and recording the physical and historical part of the inspection, i.e. name, address, date of birth, height, weight, previous infectious disease, condition of boots, clothes, and other matters as shall be found desirable.

92. Payments by Parents for Medical Treatment.

Sect. 81 (1) of the Education Act, 1921, states—

Where a Local Education Authority provide for the medical treatment of children or young persons attending any school or institution, there shall be charged to the parent of every child or young person in respect of any treatment provided for that child or young person such an amount, not exceeding the cost of treatment, as may be determined by the Local Education Authority, and in the event of payment not being made by the parent, it shall be the duty of the authority, unless they are satisfied that the parent is unable by reason of circumstances other than his own default to pay the amount, to require the payment of that amount from that parent, and any such amount may be recovered summarily as a civil debt.

The arrangements made by a Local Education Authority for dealing with payments by parents will depend upon the kind of treatment provided and on the ability of parents to pay.

In some areas each child attending a medical or dental clinic pays some small amount on each visit, say, from 1d. to 6d. or more (except in the case of the poorest children from elementary schools).

If a small duplicate receipt book is supplied to the clerical assistant at the clinic and a receipt from this given for each amount paid, the amount of clerical work which this collection of contributions entails is not great.

For ophthalmic examination no charge should be made for pupils from elementary schools, as it is the *duty* of the Local Education Authority to provide inspection, but, where able to do so, parents should contribute towards the cost of the provision of spectacles. In addition, parents should contribute towards the cost of operative treatment for removal of tonsils and adenoids.

In one area charges are made on the following scale based upon the income of the home of the child—

OPHTHALMIC CASES AND TONSIL AND ADENOID CASES

Income per Person per Week.	Paid by the Committee.	Paid by the Parent.
Below 10s.	Whole Cost	Nil
Between 10s. and 12s.	Four-fifths	One-fifth
„ 12s. and 14s.	Two-thirds	One-third
„ 14s. and 15s.	One-half	One-half
„ 15s. and 16s.	One-fourth	Three-fourths
Over 16s.	Nil	Whole Cost

*Special cases are considered by the committee, and variations from the above scale made to suit individual cases.

Particulars of the parents' income may be obtained by the school attendance officers on a form similar to that on page 111.

COUNTY BOROUGH OF BLACKPOOL

EDUCATION COMMITTEE

APPLICATION FOR.....

Name of Child.....

Date of Birth..... Standard.....

School.....

Father

Address

Occupation

Wages.....

Family

Total Incomeper week s. d. :

Rent of House..... " " :

Number of Persons in Family.....

Net amount, each person, per week:

" " " " " day:

Inquiry made by..... Date.....

Approved by..... Date.....

93. Provision of Meals.

Under Sect. 82 of the Education Act, 1921, "a Local Education Authority for elementary education may take such steps as they think fit for the provision of meals for children in attendance at any public elementary school in their area, both on days when the school meets and other days," and for that purpose may aid a voluntary canteen committee by allowing the use of school buildings, and providing staff for working.

Sect. 84 states that "where the Local Education Authority resolve that any of the children attending an elementary school within their area are unable by reason of lack of food to take full advantage of the education provided for them, and have ascertained that funds other than public funds are not available or are insufficient in amount to defray the cost of meals under this Act, they may spend out of the rates such sum as will meet the cost of the provision of such food."

Under Sect. 83 (1) the Local Education Authority must recover the cost of such meals from the parent unless they are satisfied that the parent is unable by reason of circumstances other than his own default to pay the amount.

This part of the Education Act is utilized most frequently in industrial districts, and the work done increases considerably in times of economic depression when unemployment is increased, or in times of industrial strife (strikes or lockouts). The words "both on days when the school meets and on other days" were inserted to give the Local Education Authority power to provide meals during school holidays.

The Local Education Authority may undertake the work themselves or they may associate themselves with any committee on which they are represented who will undertake to provide food for these children.

In some cases the food is prepared at some central

kitchen, and special conveyances take the food as rapidly as possible to the various centres where the groups of pupils are to be fed. In other cases some of the cookery centres of the Local Education Authority are used for the preparation of the meals for pupils attending schools in the immediate neighbourhood. Uniformity of method is impossible, as local circumstances differ, and each authority must devise the method which is best for its own area.

The teachers of the schools concerned know the needs of the scholars, and although Sect. 85 of the Education Act, 1921, prohibits the Local Education Authority from making work in connection with the provision of meals compulsory, yet the teachers form by far the largest proportion of the useful voluntary helpers, in many cases forming a rota for attendance when meals are provided.

The Board of Education regard the provision of meals by a Local Education Authority as a service which should be organized in intimate connection with the school medical service. Under the Board's Regulations for special services, it is necessary that authorities must associate their school medical service with the planning and the administration of their arrangements for school meals.

If the Local Education Authority work through a voluntary Canteen Committee, the money received from parents for meals (exclusive of legal expenses when recovery is necessary) must be paid to the Canteen Committee, but in this case no other expense must be incurred in respect of food to be provided at such meals except in special circumstances.

Apparently, the Local Education Authority may provide food out of rate aid only if the authority provide the meals, direct.

CHAPTER XII

HIGHER EDUCATION

94. Duty of Local Education Authority to Supply Higher Education.

There is no definite line of demarcation between elementary education and higher education. Sect. 170 (3) of the Education Act, 1921, merely states: "The expression 'higher education' means education other than elementary."

This definition is not very illuminating, especially as there has been no statutory definition of elementary education. An elementary school is defined in Sect. 170 (1) as a school at which elementary education is the principal part of the education given without defining elementary education. This latter sub-section is taken from the Education Act of 1870, which gave no powers to the school boards it created to deal with the education other than elementary. The "Cockerton Judgment" decided that a certain form of instruction in science is not elementary education. (See p. 13.)

UNDER Sect. 70 (1) of the Education Act, 1921, the Local Education Authority must consider the educational needs of their area and shall take such steps as seem to them desirable, after consultation with the Board of Education, to supply or aid the supply of higher education and to promote the general co-ordination of all forms of education.

Under this section of the Act the question of the form and amount of supply of higher education apparently is entirely in the hands of the Local Education Authority. "They shall (after consideration and inquiry) take such steps as seem to them desirable."

As a matter of fact this was the actual position under the 1902 Education Act, in which this section occurred as Sect. 2. Under Sect. 11 of the Education Act, 1921 (taken from Sect. 4 of the 1918 Education Act), however, it is not left to the Local Education Authority entirely now, for the Board of Education may compel a Local Education Authority to submit a scheme showing the mode in which they propose to carry out their duties and powers under this

Act, and to contribute to the provision of a national scheme of education by providing for the progressive development, and comprehensive organization of education in respect of their area, and under Sect. 15 of the 1921 Act, when the scheme is approved by the Board of Education it *shall be the duty* of the Local Education Authority to give effect to the scheme.

95. Higher Education Powers Very Wide.

The powers of a Local Education Authority under Part VI of the 1921 Education Act, to supply or aid the supply of higher education are very wide.

Under Sect. 71 is included the power to train teachers and to supply or aid the supply of *any education* (other than elementary education already provided for under previous parts of the Act).

In addition, the educational provision may be made outside the area of the Local Education Authority if it is considered expedient to do this in the best interests of their area. Also Sect. 74 states: "With a view to promoting the efficiency of teaching and advanced study, a Local Education Authority for higher education may aid teachers and students to carry on any investigation for the advancement of learning or research in or in connection with an educational institution, and with that object may aid educational institutions."

96. Types of Higher Education are Varied.

In the smaller areas the chief forms of higher education to be dealt with in the education office will be the provision and maintenance of secondary schools belonging to the Local Education Authority, and the maintenance, wholly or in part, of secondary schools not provided by the authority, in addition to the work of providing evening schools.

^a In the case of a larger borough there may be, in addition, the provision and maintenance of a technical institute or

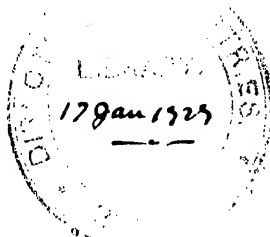
college, or there may be a school of art to be dealt with. There may also be day continuation schools, junior technical schools, with other institutions for providing education other than elementary.

In the largest boroughs there may be also a training college for teachers.

Where there is a local university the Local Education Authority are frequently represented on the governing body of the university, and a contribution is made by the Authority towards the maintenance of the university, while the remarkably efficient Manchester College of Technology (a part of the Victoria University of Manchester) is maintained by the Local Education Authority for Manchester.

N.B.—The educational history of England in the early part of the twentieth century will be notable for—

- (i) The phenomenal development of secondary education ; and
- (ii) The growth and development of universities in provincial towns.



CHAPTER XIII

SECONDARY SCHOOLS

97. Secondary Education.

THE Board of Education require a secondary school to provide a progressive course of general education of a kind and amount suitable for pupils from 12 to 17 or 18 years of age. If provision is made for pupils below the age of 12, the course must be similarly suitable and in proper relation to the work done in the main portion of the school.

A school is not recognized as a secondary school unless—

1. The pupils normally remain at least four years in the school.
2. The school life of the pupils normally extends at least to the age of 16.

98. Curriculum of Four Years' Course.

The curriculum must provide instruction in the English language and literature, at least one language other than English, geography, history, mathematics, science, and drawing. The instruction in science must include practical work by the pupils.

The curriculum must make such provision as the Board, having regard to the circumstances of the school, can accept as adequate for organized games, physical exercises, manual instruction, and singing. In a secondary school for girls, the curriculum must include provision for practical instruction in domestic subjects such as needlework, cookery, laundry work, housekeeping, and household hygiene, and an approved course in a combination of these subjects may, for girls over 15 years of age, be substituted partially or wholly for science and for mathematics other than arithmetic.

99. Advanced Courses of Instruction.

For those who are qualified to profit by further education, and can remain longer at the secondary school, special courses of more advanced work are provided.

Advanced courses of instruction at a secondary school must extend over two years, and must be planned to provide instruction for pupils who at its commencement have already reached the stage of general education marked by the standard of one of the first school examinations recognized by the Board of Education. Such advanced courses should provide a suitable and adequate preparation for pupils proceeding to a university, or a course of work on the lines of university work for those who will not be able to proceed to a university.

The advanced courses recognized by the Board of Education are—

(a) *Science* and *mathematics*.

(b) *Classics*, viz. the civilization of the ancient world as embodied in the language, literature, and history of Greece and Rome.

(c) *Modern Studies*, viz. the language, literature, and history of the countries of Western Europe in modern and mediaeval times.

(d) The civilization (i) of Greece and Rome ; and (ii) of England or another country of Western Europe in modern times, as embodied in their language, literature, and history.

(e) *Geography*, combined with two other subjects, one of which at least must be history or a science.

(f) Such other combinations of subjects as may be approved by the Board.

Intermediate scholarships, providing free tuition for a two years' advanced course with free use of books, are granted by the Blackpool Education Committee to pupils who have passed the school certificate examination, and who desire to continue to attend a secondary school to 18 or 19. Maintenance allowances of £10, £15 or £20 are given where the home circumstances of pupils require this. Parents fill up the "income form" given on pages 126 and 127.

100. Governors of School.

The school must be conducted by a governing body acting under or in accordance with a scheme or minute or body of written regulations which states its functions and defines these both as regards responsibility for general control and as regards immediate responsibility (including that of the head master or head mistress) for the conduct of the school.

In many cases where the school is provided by the Local Education Authority, the governors of the school are a special sub-committee of the Higher Education Sub-committee, and their minutes are subject to the approval of the Higher Education Sub-committee. When accepted or incorporated as minutes of the Higher Education Sub-committee, these are submitted as such for the approval of the full Education Committee in the usual way.

In small boroughs the Education Committee itself, or the Higher Education Sub-committee, may act as the governors of the school.

In the case of a small borough, where the Local Education Authority for the adjacent county area are the authority for higher education in the borough, special arrangements are frequently made so that the Local Education Authority for elementary education in the borough act *for the county authority* as governors of the secondary school in the borough, and the director or secretary for elementary education in the borough may, by special arrangement in such a case, act as clerk to the governors.

Where the governing body is not a Local Education Authority or a committee of a Local Education Authority, there must be on the governing body (a) a majority of representative governors, or (b) a number of governors (being not less than one-third of the total number of governors) appointed by the Local Education Authority for higher education for the area in which the school is situated.

In the case of a provided secondary school, the governors can act only within the limits of the powers entrusted to them and in accordance with the Articles of Government, and can incur only such expenditure as may be authorized by the Local Education Authority which maintain the school.

As a general rule the governors prepare estimates of their probable income and expenditure, which are submitted to the Local Education Authority. The estimates may be accepted or may be returned for amendment in some particular, or, in the case of a provided school, may be amended by the Local Education Authority before approval.

See the Grant Regulations in paragraph 128 (3) (c) for some conditions in connection with grants by the Local Education Authority in aid of non-provided secondary schools which also receive grants direct from the Board of Education (page 163).

101. Teaching Staff of School.

The teaching staff must be suitable and sufficient in number and qualifications for providing adequate instruction in each subject of the approved curriculum.

As a rule, under the articles of government, the head master or head mistress has more power and greater discretion allowed in the internal management of the school than is given usually to the head of an elementary school, and in some cases (especially in the case of some of older endowed grammar schools, which may be now recognized and aided as secondary schools) the head master may appoint and dismiss all assistant teachers, subject to the approval of the governors.

" In other cases the governors, after issuing an advertisement, authorize the head master or head mistress to examine carefully the application forms, to interview likely candidates, and to recommend for appointment by the governors, but do not allow the head to dismiss assistants.

In other cases the procedure approximates more to that for the appointment of assistants in elementary schools; candidates selected for interview are interviewed by the governors with the head master or mistress present in an advisory capacity.

102. Qualifications of Teachers.

As a rule, the articles of government state that the head master or head mistress must be a graduate of a university in the United Kingdom.

Subject and without prejudice to any contract of service existing on the 1st day of August, 1922, the head master or head mistress must not be paid wholly or partly by means of capitation fees.

Although in many secondary schools there are non-graduates serving as assistant teachers, the majority of new appointments are now graduates; and where the Board think fit, they may, on consideration of the staff as a whole, require that a certain proportion of all new appointments shall consist of persons who have gone through a course of training approved by the Board.

103. Admission of Pupils.

The rates of fees must be approved by the Board of Education. One of the Board of Education conditions of grant is that in all fee-charging schools "free places" must be offered at the beginning of each school year to pupils entering from public elementary schools.

The expression "free place" means a place in the school without payment of any tuition or entrance fee *for the full term of school life*.

The number to be offered will ordinarily be 25 per cent of the total number of pupils admitted to the school during the previous year. This percentage may be reduced or varied by the Board on sufficient grounds in the case of any particular school.

In 1907 the Board of Education issued revised Regulations for secondary schools and to encourage the admission of the brighter pupils from elementary schools, higher grants were to be paid to such schools as provided for 25 per cent of the free places. This extra grant was to take the place of the fees not received from those to be admitted free. When the grants for higher education were consolidated this free place allowance continued to be a condition of grant in aid of the school. Now especially for schools provided by a Local Education Authority the tendency is to increase the number of free places.

Except with the previous consent of the Board this percentage must not be increased above 40 per cent, or the percentage awarded in the school year ending 31st. July, 1922, whichever is the greater.

In some areas certain of the newer secondary schools are entirely free. For the area of one Local Education Authority (County of Durham), the Board of Education have sanctioned a scheme for a progressive increase of the percentage until, ultimately, all provided secondary schools in that area will be free.

104. Entrance Examination.

Candidates for admission must pass a qualifying entrance test suitable to their age and designed to ascertain their fitness to profit by instruction in the school. The minimum standard of qualification must be the same for fee-paying and for free-place pupils, but the tests may be given at different times for the two groups.

Formerly the examination was conducted by the head master or head mistress of the school. The present tendency, however, is for the test to be conducted by an examinations board of which the head master or mistress may be a member. This method was first utilized for free-place examinations, but is now being extended in some cases to the entrance tests for fee-paying pupils as well.

Pupils will be regarded as entering from public elementary schools if they have been under instruction for at least two years in a public elementary school immediately before entering the secondary school.

Candidates under 12 on the first day of the school year in which they desire admission must not be required to answer written questions except in English and arithmetic.

Candidates who are 12 or over on the first day of the school year in which they seek admission may be required to reach a higher standard than younger candidates, and may be required to answer written questions in any subject taken in the form of the school the average age of which is nearest to their own.

105. Further Examination of Pupils.

In order to reduce the multiplicity of examinations of an elementary character for which pupils of secondary schools were entered formerly, sometimes at an early age, the Board of Education have approved a list of what are called first school examinations, and as a rule pupils may not, without the express previous permission of the Board, be presented for an external examination of a general character below the stage of an approved first examination, except one held solely for the award of scholarships or exhibitions.

In order to prevent undue attention being given to a few brighter pupils to the neglect of others, as a rule pupils may be presented for an approved first examination only as members of *a form so entered*, i.e. if any pupil in a form wishes to sit the whole form must be entered.

No examination fee shall be charged to pupils. These fees are paid by the governing body, and must be provided for in the annual estimates.

Pupils who have passed an approved first examination may enter upon an advanced course of study and prepare for an approved second examination.

106. Maintenance Grants.

Sect. 71 (c) of the Education Act, 1921, dealing with

higher education, states that the Local Education Authority have "the power to provide or assist in providing scholarships (which term includes allowances for the maintenance) for, and to pay or assist in paying the fees of, students at schools or colleges or hostels within or without that area."

This does not make any restriction as to the age of the pupils aided if they are in attendance at a secondary school or other place of higher education, although in elementary schools no pupil below 12 may be so aided.

Sect. 24 of the Education Act, 1921, dealing with elementary education, states that the Local Education Authority have "a power to aid by scholarships (which term includes allowances for maintenance) or bursaries the instruction in public elementary schools of scholars from the age of 12 up to the limit of age fixed by this Act for the provision of instruction in a public elementary school."

The code, however, authorizes maintenance grants only to pupils over 14 years of age, who have undertaken to remain at least a year after 14, to count for grant purposes.

The Local Education Authority thus have no statutory authority to provide maintenance allowances to pupils in an elementary school below 12 years of age, so any expenditure on such would be surcharged; while payments for pupils between 12 and 14 may be made but must be met entirely from local rates.

UNIVERSITY SCHOLARSHIPS.

Many Local Education Authorities provide scholarships or exhibitions under Sect. 71 (c) of the 1921 Education Act to assist pupils to attend a university or college of university standing. These scholarships vary in value, and except for the larger authorities and other more progressive authorities, are few in number. The number of scholarships, the value of the scholarships or exhibitions, and the question of restriction of scholarships to necessitous cases is in the hands of each authority and no uniform system exists.

• Previous to 1918 one university scholarship of £60 per annum for three years was offered in Blackpool for competition. In 1918, the first year of the writer's service there, two scholarships of £90 each for three years were offered. Later the number was increased, and in 1921 five scholarships of £90 each were awarded. Now there is no

definite limit fixed. Every candidate who reaches a certain standard at the university scholarship examination is awarded a scholarship.

In 1923 the value of the university scholarships was changed. The value of each scholarship is fixed at £25 per annum, the scholarship being considered as a reward for merit, and is awarded irrespective of the home financial circumstances of the pupil.

In addition to the scholarship, the Education Committee make a maintenance grant to a university scholar where the financial circumstances of the parents necessitate additional aid being given to enable the scholar to proceed to the university selected. The amount of the maintenance allowed is fixed after full consideration of all the circumstances in each individual case, including the income of the parent and the number of children under 14 years of age, with any children over 14 who are pursuing their education as full-time students.

The following is the scale on which maintenance allowances are based—

APPROXIMATE SCALE OF MAINTENANCE ALLOWANCES

Income of Parent.	No. of Dependent Children.				
	1	2	3	4	
Income £200 per annum or below	£ 90	£ 90	£ 100	£ 100	Cases of families with more than four dependent children will be specially considered.
Income £201 to £300 . .	80	80	90	90	
£301 to £400 . .	70	70	80	80	
£401 to £500 . .	60	60	70	70	
£501 to £550 . .	50	50	60	60	
£551 to £600 . .	40	40	50	50	

A copy of the income form which is filled up on behalf of each applicant is given on pages 126 and 127.

Strictly Confidential

.....EDUCATION COMMITTEE

This form should be returned to Education Office, not later than.....

(The form should be enclosed in a sealed envelope marked "PRIVATE AND CONFIDENTIAL")

The issue of the form does not commit the Committee to the award of a Scholarship

RETURN OF INCOME

from 1st April,.....to 31st March,.....

This form is issued in accordance with the Education Committee's Regulations for Scholarships. The Committee reserves the right to make, where necessary for the purpose of its awards, such inquiries as it may think fit regarding the financial circumstances of candidates, or of their parents or guardians, and to review the assessment of income annually. The burden of proof as to income rests with the applicant, and not with the Committee. The withholding of particulars of any source of income, or the submission of an otherwise inaccurate return, may lead to the disqualification of the candidate.

Particulars of the total income of BOTH parents (or guardians) must be given on this form.

Name of Candidate (in full).....

Scholarship for which competing.....

A—Salary or wages from employment (If working for an employer).

State amount of wages per week (if paid weekly), or salary per annum (if paid monthly or quarterly)

Give full name and address of employer or employers

State capacity in which employed

(If both parents or guardians are employed, particulars of the earnings and employment of each must be given)

B—Profits of trade, business or manufacture (If working on own account).

Occupation.....
(e.g. "provision merchant," "laundry proprietor")

Net income from business £ : :

C—Other income from house property, investments, etc. (give details)**D—Particulars of fully dependent children (including candidate).**

Name of Child.	Date of Birth, ¹	Scholarship Held (if any).	If child is over 14 years of age and is pursuing his or her education as a full time student, please state name of School or Institution child is attending.

¹ Parents may be required to produce birth certificates.**E—Declaration [to be signed by both parents (or guardians). If either is dead, please enter "Deceased."].**

We, the undersigned, being the parents (or guardians) of the above-named candidate for one of the Scholarships awarded by the Education Committee, do hereby declare that our total income for the year 1st April, 192...., to 31st March, 192...., from all sources was £ : s. d., and certify that all the questions relating to us have been correctly answered without omission, and that this statement of our total income from all sources is correct and complete.

Signed..... Signed.....
Father (or Guardian) *Mother (or Guardian)*

Date.....192....

Address in full.....

107. Higher Education Maintenance Grant Regulations of the Board of Education.

The Board of Education hereby make the following regulations prescribing the conditions and limitations under which the expenditure of Local Education Authorities on maintenance allowances at secondary schools and other institutions for higher education will be recognized for the purpose of grant under the Substantive Grant Regulations for Higher Education (Grant Regulations No. 4).

1. The arrangements of a Local Education Authority for the award of maintenance allowances must be approved by the Board, and must be submitted for that purpose at such times as the Board may require. An estimate of the cost must also be submitted for the Board's approval.

2. The awards must be for the purpose of enabling pupils to enter upon, or to complete, courses of education which are suitable for them.

3. The pupils must be in need of assistance to enable them to enter upon or to continue in attendance at these courses.

4. The pupil must receive his education free of charge for tuition fees or for the use of books, stationery, etc., which do not become his property. Assistance given to a pupil to enable him to pay his fees must not be classed as a maintenance allowance, and if a consolidated payment be made in order to cover those fees and a maintenance allowance, only so much of the payment as exceeds the amount required to defray the fees, etc., will be regarded as maintenance.

5. Expenditure will not be recognized upon maintenance allowances paid (i) to students in training at training colleges, or (ii) to pupils or students whom the Board regard as falling within the province of another Government Department.

6. The expenditure incurred by a Local Education Authority in any financial year upon maintenance allowances awarded in accordance with the conditions stated above will be recognized for grant by the Board up to an amount not exceeding 9s. per unit of average attendance for the preceding financial year of the scholars in public elementary schools, not being special schools, maintained by the authority or by any authority for the purposes of elementary education within its area.

7. If any question arises as to the interpretation of these regulations, or as to the inclusion or exclusion of any items of receipt or expenditure for the purpose of calculating the expenditure which may be recognized for grant, the decision of the Board shall be final.

N.B.—The Board of Education include under 5 (i) above, students in the Teachers' Training Department of a university.

108. School Fees.

Special care must be taken in connection with the collection of school fees and in the records of these. It is always wiser that a Guarantee Policy should be taken out

for every education official who has to handle the actual fees.

In some schools the head master or head mistress is held responsible for the collection of all fees, and must pay them into a bank. In other schools a member of the staff of the education office attends at the school to collect or assist in the collection of the fees. In other schools some of this clerical work is obviated by arranging that all fees must be paid by the parents direct to the bank, and that no pupil shall be admitted to the school who is unable to bring the bank receipt showing that the fees have been paid.

A register of school fees should be kept, and this should be arranged so that it may be seen at a glance whether the fee for any pupil has been paid for the current or the previous term.

Inset is a copy of the ruling of the school fee register of one of the Blackpool secondary schools. It has proved a very useful form of register. Each page is ruled for thirty pupils.

CHAPTER XIV

SOME OTHER FORMS OF HIGHER EDUCATION

109. Varied Forms of Education Necessary.

IN some quarters the opinion appears to be gaining ground that, given equal facilities, all men will be equal. As a corollary to this some are advocating the policy of sending every child to a secondary school.

Experience will show that such an opinion rests on a false basis. It assumes that all are equally mentally endowed. There is, however, so great a difference in the mental capacities of individuals that no matter what form of education is provided or what facilities exist for taking advantage of it, it will be impossible to develop all to the same level; and there are many pupils who are mentally unfit to profit by the ordinary type of education given in a secondary school.

Recognizing this, some of the more progressive education authorities are making special efforts to provide facilities for varied forms of education. Many are aiming at providing continued education for all over the age of 11-plus of a kind appropriate to the abilities of the individual pupils.

The education may be of a more or less general type such as is given in many secondary schools, or this general education may be given in centrally situated "senior" elementary schools where those who do not obtain admission to a secondary or a central school may be grouped from the various elementary schools and given some form of advanced instruction suited to their capacities. This latter type of school presupposes that the ordinary elementary schools are left by pupils at 11-plus. Existing school buildings may preclude this arrangement in many areas.

There may be general education from 11 to 14 or 15,

with a slightly commercial or technical bias in central schools : there may be more highly technical education in the trade school or in the technical college or technical institute ; or we may have directly vocational education in the day continuation schools, although even here, as in all other educational institutions, there should be some elements of culture.

Blackpool Scheme.

Under the Blackpool scheme every pupil attending an elementary school who is between 11 and 12 years of age on the 1st September, must sit for a preliminary examination conducted by an examinations board of twelve teachers working under the director of education.

The board consists of the head master of the Boys' Secondary School, the head mistress of the Girls' Secondary School, the head master of the Boys' Central School, and the head mistress of the Girls' Central School. In addition there are six head teachers and two assistant teachers, nominated by the local branch of the National Union of Teachers.

About 50 or 60 per cent of the pupils are selected by this examination to sit for the Junior Scholarships Examination, also conducted by an examinations board, consisting of six teachers : the head masters and mistresses of the secondary and central schools (as above), with the two teacher representatives, who are members of the Education Committee (this Board also works under the director of education).

On the results of these two examinations the whole of the pupils are divided into three groups and allocated to schools of different types, according to the type of education by which they appear to be able to profit best.

1. The intellectually best are sent to secondary schools.
2. The next group attend central schools of the ordinary type.
[Accommodation is provided for about 40 per cent of the pupils in the first two types of schools.]
3. The third group, consisting of those who do not obtain admission to a secondary school or a central school, do not go back to their former elementary school as in the case of most Local Education Authorities, but are sent to centrally situated senior schools where an education specially suited to their mental capacity is provided.

Complaints have been frequent in the past that pupils were wasting their time, merely " marking time " in the latter years at school. This may have been to some extent true in small schools where the top " Standards " V, VI, and VII were grouped together on account of small numbers. If a boy reached Standard V at 10 or 11 he remained in the same class until he left at 14.

Under the Blackpool scheme with a school of, say, 400 pupils with an age range of only from 11 to 14 or 15 it is possible to arrange classes consisting of pupils of similar mental age and to provide suitable instruction for, all, " marking time " being completely obviated.

This scheme was approved by the Board of Education in 1920 (later, through national financial stringency it was delayed). It was brought into operation in 1925, a number of ordinary elementary schools being reorganized so as to provide for pupils from 5 to 11 only; the older pupils being sent to secondary or central schools, or to senior schools of the new type.

110. Technical Colleges or Institutes.

A technical college or a technical institute as a rule provides a form of scientific training adapted to the needs of some particular industry, and is attended by students who contemplate making that industry their life work. Some of these colleges form a part of, or work in close connection with, a university. Others are independent institutions whose academic rank may be equal to that of a university college. Others, again, are smaller institutions which provide chiefly for local needs, but also provide a training ground for those with ability who may later attend one of the larger colleges or may attend a university. In some areas there is a school of art connected with a technical institution, while in larger areas the school of art may be conducted as a separate institution.

The work of technical institutions is developing as the call for instruction in pure science becomes greater with the spread of scientific industries.

The administrative side of the work of technical institutions, so far as the education office is concerned, is similar in type to that for secondary schools, where the institutions are provided by the local authority.

Where they are provided by some other body, the work of the education office will in many cases include the making of arrangements for representatives of the Local Education Authority to be elected to serve on the body providing the institute or college, so that there may be due co-ordination of the work with the educational scheme of the Local Education Authority. In addition, arrangements must be made for contributions' (if any) from the Local Education Authority to be paid to the body

maintaining the institution. Appropriate minutes authorizing the payment of these contributions must be passed by the local authority before the actual payment is made. The administrative work connected with a school of art will also be analogous.

The following are some of the points to be dealt with in the case of a provided institution—

1. Annual estimates of income and expenditure must be prepared—

Data provided by the principal of the institute may be of special value for this, as he has expert knowledge of the requirements of the institute for scientific purposes.

2. The necessary staff must be appointed—

Here, again, the advice of the principal is very essential. He should be able to advise wisely as regards the relative value of the qualifications of applicants for appointment as instructors, especially as regards academic qualifications and practical "works" experience.

For some forms of instruction the employment of men skilled in workshop methods and technique may be of more value than the employment of men with academic qualifications only.

3. Instructors' salaries must be provided for with other payments—

Special arrangements may be necessary for payments by the principal through petty cash for small quantities of perishable materials for use by the students, e.g. ice for experiments for science students, or flowers for art students.

4. Careful attention must be paid to scientific developments and to improvements in industrial processes, and arrangements made for necessary corresponding changes in the work of the institute.

5. Additional accommodation may be needed or structural alterations may be necessitated to keep pace with changes and developments.

6. Records of students work in successive years should be kept. A form of summary record card which has proved extremely useful is shown on page 135.

111. Evening Schools.

Practically every Local Education Authority provides some form of continuation education, in evening schools or in evening classes, for those who are employed during the day in some industrial or commercial occupation.

These classes usually meet on three or four evenings per week, and the attendance is voluntary.

Special classes suitable for pupils from 14 to 16, who left the day school at 14, enable those who wish to do so to continue their education and to prepare for more advanced work. These classes are very widely spread, and in country districts and in the smallest towns they may be almost the only form of continued education it is possible to provide.

In the county boroughs more advanced education is provided in the technical schools and technical classes, or in special commercial or domestic science central schools.

The work of the education office in connection with evening schools varies at different periods of the year, for the classes, as a rule, are held chiefly in the winter months.

The following points will require the attention of the education staff—

1. Instructors should be appointed not later than July or August.

The head teachers should be appointed first so that they may be available for consultation concerning assistants, e.g. appoint Heads in June, then assistants at July meetings of the Committee.

2. Working material should be requisitioned in good time for the session.

3. Printing of particulars of the courses of education to be provided and of admission cards must be done in good time before the classes commence.

4. The classes must be well advertised. Pupils about to leave the day school must be advised to attend the evening school.

5. Arrangements must be made for the payment of the

BLACKPOOL TECHNICAL SCHOOL.

STUDENT'S RECORD (Summary).

Name: _____ Subject: _____
 Age and Date of Birth: _____ Address: _____
 Admission: No. _____
 Occupation: _____ Employer: _____

HOMEWORK																			
		Total	Remarks	Total	Remarks	Total	Remarks	Total	Remarks			Total	Remarks	Total	Remarks			Total	Remarks
1st Year	19																		
"	19																		
"	19																		
"	19																		
"	19																		
"	19																		
"	19																		
"	19																		
		Total	Remarks	Total	Remarks	Total	Remarks	Total	Remarks			Total	Remarks	Total	Remarks			Total	Remarks
1st Year	19																		
"	19																		
"	19																		
"	19																		
"	19																		
"	19																		
"	19																		
		Total	Remarks	Total	Remarks	Total	Remarks	Total	Remarks			Total	Remarks	Total	Remarks			Total	Remarks
1st Year	19																		
"	19																		
"	19																		
"	19																		
"	19																		
"	19																		
"	19																		

Notes: _____
 O. 5335.

salaries of the instructors. These may be paid monthly or terminally.

6. When the classes have commenced the attendance registers must be checked and a close watch kept on the numbers in the different classes, so that if the numbers for some subject are too large for one class, the class may be divided and an additional teacher provided ; or, on the other hand, if the numbers fall, two similar small classes may be combined to form one class.

7. Arrangements must be made before the end of the session for the examinations of the pupils. Invigilators will be required, and arrangements must be made for sending the worked papers to the examiners.

8. A record card similar to that on page 135 may be found useful for reference purposes.

112. Post Card Weekly Attendance Return.

The weekly post card attendance return given on page 138 has been found by the author of this book a very useful means of keeping the attendances of the various classes under observation. The cards should be printed—address of Education Office on one side—subjects on the other. Cards may be arranged on this plan for almost any group of subjects, and will prove especially valuable for ordinary evening schools where the number of subjects taught is small.

The clerical work of the head of the evening school is reduced to a minimum when he has little to fill in except the numbers taken from the registers.

113. Day Continuation Schools.

Sect. 75 of the Education Act of 1921 states that, after an appointed day, which is to be fixed by the Board of Education, "it shall be the duty of the Local Education Authority for higher education to establish and maintain, or secure the establishment and maintenance under their

control and direction, of a sufficient supply of continuation schools in which suitable courses of study, instruction, and physical training are provided without payment of fees for all young persons resident in their area who are, under this Act, under an obligation to attend such schools."

The above section was a part of the Education Act, 1918, but owing to unfavourable industrial and financial conditions in the country the fixing of the appointed day, except for a few areas, has been delayed.

When this has been fixed there will be a good deal of work for the Education Department of each borough and county to provide the necessary accommodation for eight hours of day-time instruction per week to be given to young persons from 14 to 16, and later, from 14 to 18 years of age.

Teaching staff must be provided; furniture, books, apparatus, and other equipment will be necessary for the efficient working of the schools, and for a time additional administrative staff may be essential to enforce the compulsory attendance at the schools as required by Sect. 76 of the Act.

114. Adult Education.

In addition to providing for the education of those who will be the men and women of the future, steps should be taken to meet the growing desire throughout the country on the part of many adults for further education.

To assist in supplying the needs of the adults, the Local Education Authority may provide university extension lectures or other courses of instruction specially suited to their requirements.

The authority may aid existing voluntary organizations, such as the Workers' Educational Association, by allowing the use of rooms for their classes free of charge, or at a nominal charge to cover lighting and heating.

Grants may be made towards payment of the lecturers

fee or of the general expenses of the course, but in this case during the preparation of the annual estimates of the Local Education Authority it must be noted that if the Board of Education pay a grant directly to an Association receiving grants from the L.E.A., the proportion of the expenditure of the Local Education Authority in aiding the classes which counts for grant will diminish regularly until 1929-30, when the whole of this particular expenditure must be met from the rates.

If the Local Education Authority takes over the financial responsibility for the classes and no grant is made by the Board direct to the society or association which previously arranged the courses, then expenditure on all approved classes will count for grant purposes.

The Local Education Authority may print and issue, free or at a nominal charge, each year a pamphlet giving the programmes of the various Voluntary Educational Associations in their area.

A prospectus of "The Arrangements for Adult Education" in his own district has been prepared annually by the writer for the last six years. This has proved extremely valuable to persons in the area, who can thus select that particular form of intellectual employment which appears most suited for their individual needs.

More recently Sheffield and a few other authorities have issued a pamphlet on similar lines. The Sheffield pamphlet also contains information concerning books in the library suitable for use with the various series of lectures, etc.

CHAPTER XV

JUVENILE EMPLOYMENT

115. Choice of Employment.

SECT. 107 of the Education Act, 1921, states—

The powers of a Local Education Authority for higher education shall include a power to make arrangements, subject to the approval of the Board of Education, for giving to boys and girls under the age of 18 assistance with respect to the choice of suitable employment by means of the collection and communication of information and the furnishing of advice.

Special arrangements may be made for co-operation between the council of a county and the council of a non-county borough or urban district who are a Local Education Authority for elementary education. (See Sect. 107 (2).)

Under Sect. 6 (1) of the Unemployment Insurance Act, 1923, a Local Education Authority may not exercise powers under Sect. 107 of the Education Act, 1921, to assist persons under the age of 18 with respect to the choice of suitable employment except where duties in connection with the administration of unemployment benefit to persons under the age of 18 are also undertaken by the authority under an approved scheme.

116. Juvenile Employment Committee.

The scheme must provide for the formation of a Juvenile Employment Committee which shall include—

- (i) Some members of the Education Committee.
- (ii) Representatives of the employers and workers in the area of the authority to a number normally amounting to one-third of the whole committee.
- (iii) Representatives of voluntary social organizations and teachers.
- (iv) The committee should contain at least two women.

The duties of this committee shall be, subject to any directions of the authority—

(a) To arrange that boys and girls under 18 shall receive, either directly or through their parents, information and advice with regard to the choice of suitable employment.

(b) To study the state and conditions of employment, both local and national, so far as these affect the prospects of boys and girls in their area.

In order to carry out these duties the committee should—

(a) Arrange in co-operation with the head teachers of day schools for the holding of conferences with parents of children about to leave those schools.

(b) Register and scrutinize all applications of boys and girls for employment, and all notifications of vacancies received from employers.

(c) Select applicants for suitable vacancies and submit to employers the names of such applicants.

(d) Bring the facilities offered by the Juvenile Employment Bureau under the notice of employers in the authority's area, and as far as possible maintain close relations with those employers.

117. Statistics Required.

The carrying out of these duties by the Education Department involves a good deal of clerical work, especially in view of the fact that two government departments each exercise some control over the work.

In addition to the control of the Board of Education of all the activities of the Local Education Authority, it is required—

(i) That arrangements shall be made with the Ministry of Labour for the interchange of available information.

(ii) That statistics and returns shall be compiled, including annual, monthly, and weekly reports.

The statistics required for the weekly and monthly reports may be seen from the following copies of forms required by the Ministry of Labour—

Area of.....L.E.A.

Local Office.....

JUVENILES
MONTHLY RETURN
SUMMARY

.....Weeks ended.....

	REGISTRATIONS.							VACANCIES.							CLASS OF PLACINGS.		
	b	c	d	f	g	h	l	m	n	o	p	q	r	u	b ¹	c ¹	e ¹
BOYS:																	
Insured . .																	
Not Insured .																	
GIRLS:																	
Insured . .																	
Not Insured .																	
TOTAL . .																	

GENERAL INSTRUCTION

$$b + c + d = f + g + h + l. \quad m + n = c + p + q + r.$$

$$o + p = u = b^1 + c^1$$

NOTES ON FORM ABOVE

- b = Live Register brought forward from previous month.
 c = Fresh registrations in month.
 d = Re-registrations in month.
 f = Local applicants placed locally in month.
 g = Local applicants placed in other districts in month.
 h = Applications cancelled, lapsed, etc., in month.
 l = Live Register at end of month.
 m = Live Vacancies brought forward from previous month.
 n = Fresh vacancies notified in month.
 o = Vacancies filled by local applicants in month.
 p = Vacancies filled by applicants from other districts in month.
 q = Vacancies cancelled, lapsed, etc., in month.
 r = Live Vacancies at end of month.
 u = Total Vacancies filled in month.
 b¹ = First placing during current year.
 c¹ = Second or subsequent placing during current year.
 e¹ = First situation since leaving school.

Date..... Signature.....

WEEKLY RETURN

To be sent to Statistics Branch, Ministry of Labour, Ruskin Avenue,
Kew, Surrey

Area of.....Local Education Authority

RETURN FOR WEEK ENDED MONDAY.....192....

	Boys.	Girls.	Total.
1. Live Register—			
(a) Total Unemployment Claims current at end of week—			
(i) Direct			
(ii) Association			
(b) Non-claimants on Live Register at end of week			
(c) Total Live Register			
2. Systematic Short Time Claims—			
(a) Current at end of week—			
(i) Direct			
(ii) Association			
(b) On which benefit was payable in respect of the last pay week—			
(i) Direct			
(ii) Association			
3. Number of FRESH CLAIMS (Direct and Association) made during week—			
(a) Total Unemployment (a)			
(b) Systematic Short Time (b)			
4. Number of REPEAT CLAIMS (Direct and Association) made during week—			
(a) Total Unemployment (a)			
(b) Short Time (b)			
5. Number of Claimants who during week arrived at a gap—			
(a) Total Unemployment (a)			
(b) Short Time (b)			
6. Number of Claims current at end of week for persons serving gaps—			
(a) Total Unemployment (a)			
(b) Short Time (b)			
7. Number of cases included in lines 1 (a) and 2 (a) above, representing claims of persons who have exhausted Maximum Benefit in Current Period—			
(a) Total Unemployment (a)			
(b) Short Time (b)			

WEEKLY RETURN—*continued*

	Boys.	Girls.	Total.
8. Number of cases included in lines 1 (a) and 2 (a) above, representing Disallowed and Disqualified Claims—			
(a) Total Unemployment (a)			
(b) Short Time (b)			
9. Vacancies—			
(a) Notified during week			
(b) Filled during week			
(i) By Local Applicants			
(ii) By Applicants from other districts			
(c) Live at end of week			

Signature.....

Date.....

ADDITIONS TO WEEKLY RETURN

(Lines 10 to 15 are to be used if any special return is desired)

	B.	G.	TOTAL.
10			
11			
12			
13			
14			
15			

118. Unemployment Insurance.

To carry out the work of administering unemployment benefit the authority must undertake—

(i) To issue and exchange unemployment books for all juveniles or their employers who may apply therefor at a Juvenile Employment Bureau of the authority.

(ii) To take claims for benefit from any juvenile who may apply therefor at a Juvenile Employment Bureau of the authority.

(iii) To obtain information from the office of the Ministry at Kew, or otherwise regarding the state of the claimant's account with the unemployment fund.

(iv) To obtain from the claimant's last employer the information in regard to the claimant's last employment and the termination of that employment.

(v) To take evidence of unemployment from juveniles who claim benefit at a Juvenile Employment Bureau of the authority.

(vi) To obtain evidence that all the statutory conditions for the receipt of benefit are fulfilled, and that the claimant is free from disqualification for the receipt of benefit.

(vii) To compute each week the amount of benefit to be paid after the claims have been authorized.

(viii) To pay benefit at weekly intervals.

(ix) To keep records and render accounts with vouchers in such manner and at such times as the Minister may direct.

(x) To investigate claims for benefit including the verification of particulars by personal visits where necessary.

(xi) To carry out the necessary procedure under Sect. 14 of the Unemployment Insurance Act, 1922, in connection with applications for payment made by Poor Law Authorities in respect of claims for unemployed benefit made by juveniles at a juvenile Employment Bureau of the authority.

(xii) To refer claims for benefit to the local office of the Ministry for the purpose of authorization of benefit and to

furnish to the local office of the Ministry all information in their possession bearing on these claims.

(xiii) To consider claims for uncovenanted benefit and make recommendations thereon to the Minister. For this purpose such claims will be referred to a Sub-committee of the Juvenile Employment Committee, which shall include representatives of employers and employed in insured occupations to the number of two-thirds of the total membership of the Sub-committee.

(xiv) To refer to the local office the claims of juveniles desiring to claim benefit in respect of dependants.

(xv) To ensure that all the provisions of the Unemployment Insurance Acts and the regulations made thereunder governing the duties undertaken by the authority in connection with unemployment benefit and such directions as may be issued by the Minister are observed.

(xvi) To afford facilities to officers of the Ministry duly authorized for such inspection as the Minister may direct of the authority's proceedings in regard to the administration of Unemployment Insurance and of all documents, accounts, vouchers, and records relating thereto.

(xvii) To take such action as is required of a local office of the Ministry in regard to securing compliance with the provisions of the Unemployment Insurance Acts, 1920-25, or the regulations made thereunder, on the part of an insured contributor claiming at a Juvenile Employment Bureau, or his employer; and in any case where non-compliance is suspected to take full particulars and to furnish a report immediately to the district inspector of the Ministry of Health or other officer specified by the Minister.

(xviii) To report cases of suspected fraud or misrepresentation in connection with unemployment benefit and to render all necessary assistance both with a view to ascertaining the facts and to the institution of legal proceedings by the Minister or by officers authorized by him.

(xix) To furnish such statistical and other returns and

reports as to Unemployment Insurance as may from time to time be required by the Minister.

(xx) To provide adequate staff, accommodation and equipment for the performance of the authority's duties in connection with unemployment benefit.

(xxi) To make arrangements for the Juvenile Employment Bureau(x) to be open for the purposes of Unemployment Insurance on such days and during such hours as may be necessary to enable claimants for benefit to attend on the days and during the hours directed by the Minister from time to time.

119. Classes for Unemployed Juveniles.

In many boroughs where there may be a number of unemployed juveniles, arrangements are made for educational classes for them. Where a Local Education Authority provide these classes, the Ministry of Labour make it a condition that unemployed juveniles between 16 and 18 must attend the classes or they will be debarred from receiving unemployment pay.

These juveniles must attend regularly a specified number of hours per week and should have a certain proportion of instruction in practical subjects, and the Ministry of Labour at present repays to the Local Education Authority the cost of the classes.

Detailed estimates of the proposed expenditure must be sent to the Ministry of Labour, and no expenditure which may have been incurred without previous approval will be paid.

The Ministry make very stringent rules concerning the number of teachers and hours of instruction, and unless these are strictly adhered to the Ministry pay only a part of the cost, e.g. if the number of pupils falls below a certain number the classes must be closed, even if the Local Education Authority consider that it would be advisable to continue the classes a week or two longer in the interests of the pupils still desirous of attending.

120. Repayment of Expenditure.

A copy of the form on which this expenditure should be claimed is given on page 148.

MINISTRY OF LABOUR (FINANCE DEPT.)

APPLICATION FOR REPAYMENT OF EXPENDITURE INCURRED BY A LOCAL EDUCATION
AUTHORITY IN RESPECT OF A JUVENILE UNEMPLOYMENT CENTRE

Local Education Authority _____

Name and Address of Unemployment Centre _____

Period of Claim from _____ to _____

Net Expenditure in respect of which Grant is Claimed

£	s.	d.

State Title of Account to which Order is to be Made Payable _____

Bank and Branch _____

No. of Weeks during Quarter in Monthly Periods.	No. of Juvenile Hours.		No. of Instruc- tor Hours.		No. of Days the Centre was Open.		Average No. of Juveniles in Attendance.	
	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.
_____ weeks ended _____								
_____ weeks ended _____								
_____ weeks ended _____								
_____ weeks ended _____								
TOTAL for Quarter								

CERTIFICATE**I HEREBY CERTIFY**

(i) That the expenses set out on pages 2 and 3 of this Statement and relative Schedules, were wholly and necessarily incurred in respect of the Juvenile Unemployment Centre conducted under the approved Scheme.

(ii) That no items of expenditure are included in the claim in respect of which a grant is receivable from the Board of Education.

(iii) That the expenses were actually incurred within the period from _____ to _____

(iv) That the expenses have been or will be included in the accounts of the Local Education Authority to be submitted to the Ministry of Health auditor for the year ending 31st March, _____

(v) That all appropriate expenses actually incurred during the period covered by the claim have been included.

(vi) That no equipment or material (other than consumable stores) charged against the Centre has been disposed of without the written consent of the Ministry of Labour, and that an inventory is being kept.

(vii) That no consumable stores charged against the Centre have been utilized for purposes outside the scope of the Centre.

(viii) That all particulars and explanations included in the Statement (and Schedules) are correct to the best of my knowledge and belief.

_____ (Signature of Authorized Officer of L.E.A.)

Date _____

I. SALARIES.

EXPENDITURE

(a) Instructors exclusively Employed in the Juvenile Unemployment Centre.	Name of Instructor.	Rate of Salary or Fee (state whether for Full or Half Time Attendance at Centre).	Period of Payment.	No. of Hours of Instruction (to be Completed only where Payment is at an Hourly Rate).	Amount.
(1)	(2)	(3)	(4)	(5)	£ s. d.
(b) Occasional Lectures					
(c) Payments in respect of National Health and Unemployment Insurance (Employer's contributions)					
Carried forward					£ s. d.

EXPENDITURE (*contd.*)

Brought forward . . .			£
2. Rent and Rates (if any) of Special Premises obtained for the Centre—			
Address of Premises.	Rental and Rates (if any).	Period Covered by Claim.	
3. Lighting and Heating			
4. Caretakers, etc.			
5. Consumable Stores, specifying their nature ¹ —			
6. Equipment, Furniture, Tools, etc., specifying their nature ¹ —			
7. Particulars of Other Authorized Expenditure (if any) not entered under above Headings—			
¹ Separate schedule should be attached giving full particulars of items included under 5 and 6 above.			
Total Expenditure . . .			
Deduct—			
(a) Amounts received from Sale of Equipment, Materials, etc., giving details. (<i>No</i> equipment or material which has been purchased on behalf of the Centre may be sold without the previous consent of the Ministry of Labour.)			£ s. d.
(b) Other Receipts if any—			
Net Expenditure . . .			£

CERTIFICATE OF DIVISIONAL CONTROLLER

I CERTIFY that to the best of my knowledge and belief—

(i) The Centre has been open for the admission of unemployed young persons throughout the period referred to in the claim, less any unavoidable closures approved by me.

(ii) Any expenditure incurred has received the prior approval of the Ministry of Labour.

(iii) The expenditure has been necessarily incurred in connection with the administration of the Centre.

Signature of Divisional Controller.....

Date.....

FOR USE IN LOCAL FINANCE OFFICE

(a) Total amount of Claim, as approved.....

(b) Amount passed for repayment to Local Education

Authority.....

The above statement has been duly examined and the amount passed for payment is in accordance with the Scheme approved for the Centre.

Date.....

Local Accountant

Order Payable No..... Date Issued.....

CHAPTER XVI

EDUCATIONAL FINANCE

121. Financial Duty of Local Education Authority.

It is the duty of the Local Education Authority to provide for the progressive development and comprehensive organization of education in their area.

Part of the cost is met by grants from the Board of Education, part of the cost is met by students' fees for various forms of higher education, and from miscellaneous receipts, while the balance of the cost is met from the local rates.

122. Section 118 of Education Act, 1921.

Section 118 of the Education Act, 1921, subsec. (1) states—

The Board of Education shall, subject to the provisions of this Act, by regulations provide for the payment to Local Education Authorities out of moneys provided by Parliament of annual substantive grants in aid of education of such amount and subject to such conditions as may be prescribed in the regulations, and nothing in this or any other Act of Parliament shall prevent the Board from paying grants to an authority in respect of any expenditure which the authority may lawfully incur.

This section states that the Board of Education *shall* make annual grants in aid of education to Local Education Authorities, but the amount of the annual grant is fixed by the Board. The Board must make regulations for such grants, and by these regulations they can prescribe conditions for making the grants and may fix limitations to the amount of the grant.

This power of regulating the amount of grant gives the Board of Education a tremendous power and influence over the work of Local Education Authorities, which may be used wisely, or which may be used in a manner which is

irksome to progressive authorities, who may possibly consider that they know the special needs of their localities better than a central authority can know them through only occasional visits of their officers.

• The regulations may encourage the progressive development of education, or in times of national stringency the Board may make the conditions of the grant more stringent and progress may be delayed. (See Chapter XIX.)

The power of making regulations is in the hands of the Board, and although the regulations must be published and must lie on the table of the House for a certain period before becoming operative, Local Education Authorities can do little to effect any change therein; while the Board of Education themselves have extremely wide powers through the removal of statutory restrictions by the last clause of the subsection quoted.

Subsec. (2) of Sect. 118 states—

Subject to the regulations made under the next succeeding subsection, the total sums paid to a Local Education Authority out of moneys provided by Parliament and the local taxation account in aid of elementary or higher education, as the case may be, *shall not be less than one-half of the net expenditure of the authority recognized by the Board of Education as expenditure in aid of which Parliamentary grants should be made* to the authority, and, if the total sums payable out of those moneys to an authority in any year fall short of one-half of that expenditure, there shall be paid by the Board to that authority, out of moneys provided by Parliament, a deficiency grant equal to the amount of the deficiency, provided that a deficiency grant shall not be so paid as to make good to the authority any deductions made from a substantive grant.

By this subsection, the power of the Board of Education to limit the amount of grant by their regulations is somewhat restricted for the annual grant must be at least one-half of the net expenditure of an authority, and if under the Board's regulations the calculated amount is less than this, a deficiency grant is due to the authority.

Even under this condition, however, the Board have •wide discretionary powers, for by this subsection it is "one-half of the net expenditure *recognized by the Board*

of Education as expenditure in aid of which parliamentary grants should be made to the authority."

This enables the Board of Education to examine every detail of the expenditure of a local authority to see if there is any item which in their opinion is expenditure which should not be recognized for purposes of grant.

Under these circumstances, no matter how a Local Education Authority may dislike interference of the Board over matters of detail which they consider should be left to the discretion of the authority, yet the Board have a statutory right to make any inquiries they think fit, because grant is payable only in aid of expenditure "recognized" by the Board. (See Regulation 3 (d) of Grant Regulations No. 1 (1925-26), page 160.)

123. Former Grants for Elementary Education.

Previous to the 1902 Education Act the grants were paid direct to the managers for the individual voluntary schools, and (after 1870) to the school board for board schools.

The methods of calculating the grant have varied considerably from time to time, and the amount paid was dependent upon the inspector's report.

Under the new code of 1882 there was a fixed grant of 4s. 6d. per scholar in average attendance, with a "merit grant" of 1s. per pupil for a "fair" school, 2s. per pupil for a "good" school, and 3s. per pupil for an "excellent" school. There was a grant for singing of 1s. per pupil if taught by note, but 6d. per pupil if taught by ear. For passes in elementary subjects the grant was calculated at the rate of 1d. for every unit of percentage of passes, i.e. a school with 80 per cent of passes would receive 6s. 8d. per pupil, while one with 96 per cent of passes would receive 8s. per pupil, and so on. There were also additional grants of 1s. or 2s. per pupil for "class" subjects, such as geography or history, where the general work of the class was considered and not the individual pupil's success. There was also a grant for "specific" subjects, such as algebra, which might be taught to specific individuals in the top classes. This grant was 4s. for each individual success. Also 4s. was paid for each girl over 12 who had attended forty hours at a cookery class.

The system of "payment by results" was uneducational, for there was one uniform level of efficiency aimed at.

Frequently the brighter ones were neglected as it was realized they would pass in any case; the average ones received a fair amount of attention; while for the dull ones, school was not an easy place, as the teacher was "driving" rather than teaching, especially as in many cases the salary of the head master depended on the percentage of passes. The percentage of passes system of payment by result disappeared in the Code of 1890, and a "Principal" grant of 12s. 6d. or 14s. per pupil in average attendance took the place of the fixed grant of 4s. 6d. with the additional percentage payment for elementary subjects. Other smaller changes were made in later codes.

Under the Education Act of 1891, when elementary education was made free, an additional grant was added to take the place of school fees.

Under the Voluntary Schools Act of 1897 a special grant was made to associations of voluntary schools to enable them to assist voluntary schools in their area, to improve their buildings and staffing, because voluntary subscriptions were proving insufficient even with the government grant to keep their schools efficient. (School boards had the local rates to provide for the expenditure not met by grants.)

Under the 1902 Education Act the payments to separate bodies of school managers and to school boards ceased, as also the system of paying grants for work in individual schools. It was assumed that the newly-constituted Local Education Authorities would keep their schools efficient and a fixed grant was to be paid, based on the average attendance of the whole of the elementary schools in their area, together with an "Aid Grant" on a sliding scale. This grant varied with the difference between the amount per scholar, which would be produced by a penny rate, and 10s. per scholar. This was of special benefit to areas with a low rateable value and a large school population.

124. The Relation Between Imperial and Local Taxation.

During the latter part of the nineteenth century Parliament deputed duties to local authorities in an increasing degree, and at various times attention was drawn to the necessity for increased aid to local authorities who were administering services of national or semi-national importance, such as poor relief, police, main roads, sanitary officers, and *Education*.

A "Royal Commission on Local Taxation" was appointed and the report of the Commission was issued in 1901, but little was done to give effect to any of the recommendations.

125. Report of Departmental Committee on Local Taxation.

In 1911 a Departmental Committee was set up to consider the changes which had taken place since the Royal Commission Report of 1901, to consider the proposals of that report, and to make recommendations on the subject for governmental consideration with a view to the introduction of legislation at an early date.

The final departmental report was issued in 1914. Among the recommendations of this report were changes in the system of education grants.

That report recommended a consolidated block grant in place of the various grants then paid, i.e. in place of the fixed annual grant with the sliding-scale aid-grant under the 1902 Act, also the fee grants, the small population grants, the grants for special subjects, the grants for special schools, the special grants for necessitous areas, and the grants in aid of school medical service.

To give efficient aid to local authorities it was recommended that this consolidated grant should increase as expenditure increased, and also that *all* expenditure on elementary education should be 'aided,' including loan charges and administrative charges towards which the

Imperial exchequer at that time made no direct contribution.

It was recommended that the total grant should consist of a primary grant which should be the difference between a fixed "standard expenditure" and a "standard rate." In addition, there should be a secondary grant which should be a fixed proportion of any expenditure incurred in excess of the standard expenditure.

The "standard expenditure" recommended was 60s. per child in average attendance, as it was assumed that that was the minimum sum per head for which elementary education could, under the most favourable conditions, be provided, and the report recommended that three-fifths of this, or 36s. per child, should be paid as representing the proportion of educational expenditure which the Imperial Exchequer should pay.

The standard rate recommended was 7d. in the £, as the minimum amount of rate which should be raised locally, to ensure what was thought would be a fair division of the cost of elementary education between Imperial and local funds.

The secondary grant recommended was to be two-fifths of the total net expenditure.

The grant resulting from this formula may be more simply expressed as—(36s. per child plus two-fifths of the total net expenditure) less the produce of a 7d. rate.

The Report gave the following sample case—

Total average attendance	.	.	.	10,000 children
Total expenditure	.	.	.	£40,000
Product of 1d. rate	.	.	.	£1,500

The Grant would be calculated thus—

10,000 at 36s.	.	.	.	.	18,000.
Two-fifths of £40,000	.	.	.	.	16,000
					<hr/>
					34,000
Less product of a rate of 7d. = £1,500 × 7 .	.				10,500
					<hr/>
Grant	.	.	.	.	<u>£23,500</u>

126. Grants Under the 1918 Education Act.

When Mr. Fisher was appointed Minister of Education, the system of grants recommended in the report was considered, and "supplementary grant" regulations were made which provided for the grants to Local Education Authorities to be increased up to an amount calculated in a way similar to that recommended by the above mentioned departmental report, but this was only a temporary measure.

By the 1918 Education Act the whole system of grants was revised, a minimum grant of 50 per cent of the net approved expenditure being statutorily promised to each Local Education Authority, under regulations to be made by the Board.

The grant regulations which were made under the Act, incorporated, with some modifications, the principles of the report of the Departmental Committee. The grant of 36s. per child was included as recommended in the report, but instead of two-fifths of the total net expenditure as the report recommended, the regulations provided for three-fifths of teachers' salaries and one-fifth of the remaining recognized expenditure.

This change was to some extent due to representations from teachers. The teachers were very inadequately paid at that time, and there would be more hope of education authorities paying on higher scales of salary if three-fifths of salaries came from the Exchequer than there would be if only two-fifths was so paid. The change of proportion was not objected to by the authorities, as this increased the total amount of their grant.

From the sum of these amounts the product of a 7d. rate was to be deducted as recommended in the report.

The ability of an area to pay the balance of the cost of education is taken into account by this last step in calculation, as the areas with a low assessable value (presumably poorer areas) would have less deducted than the richer areas.

When these grant regulations were published it was pointed out to the Board that when medical inspection had been added to the duties of Education Authorities by the

Education (Administrative Provisions) Act, 1907, a grant of one-half the cost was promised from the Imperial Exchequer, whereas under the new grant regulations the grant for the medical work would be only one-fifth, as it was grouped with the "other expenditure."

Later the Board's regulations were changed to meet this objection, and one-half of the cost of special services (including medical) is now allowed in the calculations.

In addition, under the regulations a special grant was to be made in aid of the cost in "necessitous areas" or highly-rated areas as they are now styled.

The 1921 Education Act made no change in the grant regulations, and the following are the present (1925) regulations under that Act—

127. Elementary Education (Substantive Grant) Regulations, 1925.

The following is taken from Grant Regulations No. 1 (1925-26)—

The Board of Education hereby make the following regulations—

1. The substantive grant payable by the Board of Education to Local Education Authorities in aid of elementary education is payable, subject to the conditions of these regulations, for each year beginning on 1st April.

2. *Formula for the Calculation of the Grant.* The grant payable for the year will be based upon the average attendance, the produce of a rate, and the expenditure of that year, according to the following formula—

Thirty-six shillings for each unit of average attendance in public elementary schools maintained by the authority (not including any schools for blind, deaf, defective, and epileptic children), with the addition of the following amounts—

(a) Three-fifths of the authority's expenditure on the salaries of teachers in those schools ;

(b) One-half of the net expenditure on special services, and one-half of the net expenditure (up to an amount not exceeding one shilling per unit of the aforesaid average attendance) on maintenance allowances granted under the conditions laid down in Schedule VII of the code ; and

(c) One-fifth of the remaining net expenditure on elementary education, including expenditure in excess of the amount mentioned in paragraph (b), on maintenance allowances granted under the conditions laid down in Schedule VII of the code ; less the produce of a sevenpenny rate.

3. *Calculation of Expenditure.* In calculating expenditure for the purposes of these regulations the Board will ascertain the expenditure of the Local Education Authority from the elementary education revenue account prescribed by the Education Accounts (Annual Statements) Order, 1921, but will exclude—

(a) Expenditure which in the opinion of the Board of Education is attributable to any service in respect of which payments—not being payments under the Agricultural Rates Acts, 1896, 1923, and 1925—are made by a Government Department other than the Board of Education ;

Thus the expenditure on industrial schools will be excluded, being a service in respect of which payments are made by the Home Department.

(b) Any sum applied towards the repayment of a loan raised under the Education (Provision of Working Balances) Act, 1903 (3 Edw. VII, c. 10) ;

(c) Payments to another Local Education Authority (including payments for " special services ") in respect of children for whom the paying authority is responsible ;

(d) Any expenditure not recognized by the Board as expenditure in aid of which Parliamentary grants should be made to the authority.

4. *Maximum Limit.* The grant shall not, except as provided in Article 6 below, exceed the greater of the two following amounts—

(a) Two-thirds of the net expenditure ;

(b) The excess of the net expenditure over a sum comprising the produce of a rate of twelpence together with the grant under the Agricultural Rates Act, 1896 ; and if the grant calculated under the formula would exceed this maximum limit it shall be reduced accordingly.

5. *Minimum Limit.* The grant shall not be less than one-half of the net expenditure, and if the grant calculated under the formula would fall short of this minimum limit, it shall be increased accordingly.

6. *Additional Grant in Highly-rated Areas.* (i) In those areas in which the grant calculated as above would, when added to the grant under the Agricultural Rates Act, 1896, fall short of the net expenditure by a sum exceeding the equivalent of a rate of the *prescribed amount* an additional grant equal to the *prescribed proportion* of the amount of such excess shall be payable.

(ii) The " prescribed amount " and the " prescribed proportion " for the purposes of this article are subject to periodical revision. Subject to any further regulation the prescribed amount is forty-two pence and the prescribed proportion is one-half.

(iii) The Board may disallow for the purpose of additional grant under this article any expenditure in excess of that shown in the estimates passed by the authority and adopted by it as the basis on which the education rate was levied in the area from the beginning of the year.

(iv) In considering any claim under this article the Board will have regard to—

(a) The standard of expenditure in other areas not receiving additional grant under this article ;

(b) The special circumstances of the area ;

and, if they are not satisfied that due economy has been observed in the area, may limit the amount of the expenditure in respect of which they will pay additional grant.

In order to receive additional grant under this article the authority must, at the time when it forwards its estimates to the Board, furnish full explanations for the purpose of satisfying the Board on these points.

7. *Conditions of Grant.* The grant is conditional upon the Board being satisfied that the authority—

(i) Has performed its duties under the Education Acts ;

(ii) Has complied with the conditions of the regulations of the Board for Public Elementary Schools, special schools, and other special services ;

(iii) Has supplied punctually such information and returns as the Board require.

If the Board are not satisfied on any of these matters they may withhold or make a deduction from the grant.

If a deduction is made exceeding five hundred pounds or the amount which would be produced by a rate of a halfpenny in the pound, whichever is the less, a report stating the amount of and the reasons for the deduction will be laid before Parliament (*Education Act, 1921, Sect. 118 (4)*).

8. *Proviso to Articles 5 and 6.* The grant shall not be increased under Article 5 or Article 6 so as to make good to the authority any sum withheld or deducted from the grant under Article 7.

9. *Instalments.* The grant will be payable by instalments—

(a) A sum estimated to amount to 90 per cent of the grant payable for the year will, subject to the provision by Parliament of the necessary moneys, be payable by monthly instalments on account during the year.

(b) The Board may also pay by way of instalment during the year any further sum that appears to them to be payable in order that the provisions of Sect. 118 (2) of the Education Act, 1921, may be satisfied.

(c) If after the end of a year it is found that the expenditure of that year would justify further instalments being paid pending final adjustment, such further instalments as the Board direct, based on returns of the average attendance, the expenditure, and the produce of a rate for the year, may be paid before audit.

Provided that the inclusion by the Board of expenditure for the purpose of calculating the instalments of grant payable on account is not to be regarded as committing the Board to the recognition of such expenditure for the purpose of these regulations.

10. *Balance of Grant.* The balance of grant will be paid after the audited accounts for the year and any other returns required by the Board for the purpose have been received and examined.

It will be calculated to the nearest pound, a fraction of a pound in the final result being ignored or reckoned as a pound according as it is, or is not, less than ten shillings.

10a. Payment of grant will not be made more than once in respect of the same expenditure ; and in determining the amount of grant payable for the year under these regulations, account will be taken of any payment made or to be made under Grant Regulations, No. 2, in respect of the same year.

11. *Definition of Terms.* For the purposes of these regulations—

(i) "Average attendance in public elementary schools" means the average attendance, as computed in accordance with the regulations for such schools, for the twelve months beginning on the 1st April.

(ii) The produce of a rate will be calculated, as on the first day of the financial year, from the assessable value plus one-fourth of the rateable value of agricultural land with an allowance for loss in collection calculated in the manner prescribed by the Education (Produce of Rate) Order, 1903 (S. R. & O. 1903, No. 661), and the Education (Produce of Rate) London Order, 1904 (S.R. & O. 1904, No. 1619). Assessable value in this connection means, for London and county boroughs, rateable value less three-quarters of the rateable value of agricultural land ; and for other areas the assessable value according to the county rate basis ; subject to the inclusion for every area of the annual value of Government property on which a contribution in lieu of rates is made.

Provision in special Acts for the differential assessment of particular kinds of property or particular parts of an authority area will be disregarded for the purposes of this article.

(iii) "Net expenditure" means expenditure as calculated under Article 3, less all receipts relating thereto except receipts from rates, or from grants, or under the Agricultural Rates Acts, 1896, 1923, and 1925, or from another Local Education Authority (including receipts for "special services") in respect of children for whom that authority is responsible.

(iv) "Expenditure on salaries" means gross expenditure on salaries of teachers in public elementary schools without making any deductions under the School Teachers (Superannuation) Acts. Salaries will be reckoned in money payments only and will not include the estimated value of other forms of emolument, e.g. house accommodation.

(v) "Special services" consist of the following—

• (a) School medical service, including medical inspection and medical treatment of children attending public elementary schools ;

(b) Provision of meals ;

(c) Schools for blind, deaf, defective, and epileptic children ;

(d) Organization and supervision of physical training in public elementary schools ;

(e) Evening play centres ; and

(f) Nursery schools.

12. *Final Decision of the Board.* If any question arises as to the

interpretation of these regulations, or as to the inclusion or exclusion of any items of receipt or expenditure for the purpose of calculating the grant, the decision of the Board shall be final.

128. Higher Education (Substantive Grant) Regulations, 1925.

The following is taken from Grant Regulations No. 4 (1925-26)—

The Board of Education hereby make the following regulations—

1. The substantive grant payable by the Board of Education to Local Education Authorities in aid of higher education is payable, subject to the conditions of these regulations, for each year beginning on 1st April.

2. Subject to the provisions hereinafter contained the grant payable for a year to each authority will be such an amount as with the residue grant will be equal to one-half of the net expenditure of the authority recognized by the Board of Education as expenditure in aid of which Parliamentary grants should be made to the authority.

3. For the purposes of these regulations the Board will ascertain the net expenditure of the Local Education Authority from the higher education revenue account prescribed by the Education Accounts (Annual Statements) Order, 1921 ; but will exclude—

(a) The Treasury grant under the Welsh Intermediate Education Act, 1889 ;

(b) All sums paid by any Government Department other than the Board of Education, except the Residue Grant (Local Taxation (Customs and Excise) Act, 1890) ; and any expenditure which in the opinion of the Board is attributable to a service in respect of which those sums are paid.

Thus the sums paid as grants by the Ministry of Agriculture and the expenditure on agricultural education will be excluded ; and the contributions paid by Local Education Authorities to universities and university colleges which are in receipt of grants from the Treasury will be excluded.

(c) An amount of expenditure equal to a percentage of either (i) contributions paid by a Local Education Authority in respect of schools (other than schools provided by a Local Education Authority) which are in receipt of grant from the Board ; or (ii) the substantive grants paid by the Board in respect of those schools, whichever is the less.

In the case of schools other than those aided under the *Agricultural Education Regulations* (Grant Regulations No. 33), the percentage to be excluded for the year 1925-26 will be eighty. In the year 1926-27 a sum equal to the whole of one of the two amounts specified above will be excluded from the expenditure. As from 1st April, 1927, any expenditure by an authority in aiding a school of this description will be excluded if the school is also in receipt of grants from the Board.

In the case of schools or courses aided under the Adult Education Regulations, the percentage to be excluded for the year 1925-26 will be twenty, for the year 1926-27 the percentage to be excluded will be forty, and in subsequent years it will be increased by twenty annually until total exclusion is effected. Thus, in the year 1929-30, a sum equal to the whole of one of the two amounts specified above will be excluded from the expenditure. As from 1st April, 1930, any expenditure of an authority in aiding a school or course of this description will be excluded if the school or course is also in receipt of grants from the Board.

(d) Any other expenditure not recognized by the Board as expenditure in aid of which Parliamentary grants should be made to the Authority.

4. *Conditions of Grant.* The grant is conditional upon the Board being satisfied that the authority—

- (i) Has performed its duties under the Education Acts ;
- (ii) Has complied with the conditions of the regulations of the Board relating to higher education so far as applicable ;
- (iii) Has supplied punctually such information and returns as the Board require.

If the Board are not satisfied on any of these matters they may withhold or make a deduction from the grant.

If a deduction is made exceeding five hundred pounds or the amount which would be produced by a rate of a halfpenny in the pound, whichever is the less, a report stating the amount of and the reasons for the deduction will be laid before Parliament (*Education Act, 1921, Sect. 118 (4)*).

5. *Instalments.* The amount of grant estimated to be payable for the year will, subject to the provision by Parliament of the necessary moneys, be payable by monthly instalments on account during the year.

Provided that the inclusion by the Board of expenditure for the purpose of calculating the instalments of grant payable on account is not to be regarded as committing the Board to the recognition of such expenditure for the purpose of these regulations.

6. *Balance of Grant.* The balance of grant will be paid after the audited accounts for the year and any other returns required by the Board for the purpose have been received and examined.

It will be calculated to the nearest pound, a fraction of a pound in the final result being ignored or reckoned as a pound according as it is, or is not, less than ten shillings.

7. *Definition of Terms.* For the purposes of these regulations—

- (i) " Net expenditure " means expenditure as calculated under Article 3, less all receipts relating to that expenditure except receipts from rates raised by the authority, or from grants.
- (ii) " The residue grant " means the share of a Local Education Authority of the residue, under Sect. 1 of the Local Taxation (Customs and Excise) Act, 1890, as amended by Sect. 17 of the Finance Act, 1907, and Sect. 17 of the Revenue Act, 1911.

8. *Cessation of Grants under Existing Regulations.* All other substantive grant regulations relating to higher education at present

in force remain in force in so far as they prescribe conditions, but not in so far as they provide for the payment of grants to Local Education Authorities for higher education.

Provided that until 31st July, 1926, the grants which would have been payable to the Local Education Authorities of Brecon, Carnarvon, and Glamorgan under the Regulations for Secondary Schools, Wales, for the time being in respect of intermediate schools in those counties shall continue to be payable, and shall be treated as instalments of the consolidated grant payable under the present regulations.

9. If any question arises as to the interpretation of these regulations, or as to the inclusion or exclusion of any items of receipt or expenditure for the purpose of calculating this grant, the decision of the Board shall be final.

129. Education (Institution Children) Act, 1923.

In some areas there exist residential institutions, charitable or otherwise, to which children may be sent from various parts of the country. Such children may attend public elementary schools in the area of the Local Education Authority where the institution is situated. In order that this Authority should not be obliged to pay for the education of children coming from other areas a special Education Act was passed to deal with this question.

Under Sect. 1 of the Education (Institution Children) Act, 1923, the payment to be made by the Local Education Authority of the area to which an institution child belongs, to the Local Education Authority of the area in which the child attends a public elementary school, is to be calculated by reference to the average net cost falling to be met from the rates of educating children in public elementary schools in the area of the educating authority.

While it is easy to ascertain from the annual financial statement of Local Education Authorities the total cost of elementary education, it is difficult to decide what deductions should be made from that total cost in order to ascertain the cost of educating children in public elementary schools.

1. Because there is a difference of opinion as to some items of expenditure, e.g. the cost of provision of meals in

public elementary schools—whether the item should be included or excluded from the calculation.

2. Because some items, e.g. cost of administration, require apportionment and there is no established method of determining on what basis the apportionment should be carried out.

3. Because there is room for difference of opinion as to the manner in which various items of grant should be attributed to corresponding items of expenditure.

Even when the total cost of educating children in public elementary schools has been ascertained, there are further differences of opinion as to the manner in which the cost of the individual institution child should be calculated.

Under these circumstances an endeavour has been made to find some quite simple basis which may be applied without any difficulty and represent a reasonably close approximation to the correct result, and the Board recommend that the calculation should be made in the following manner—

(a) Take Head I of income (rates) from the Elementary Education Account (Table I of the Education Account). (See Education Accounts (Annual Statements) Order, 1921).

(b) Find the difference between the balance brought forward at the commencement of the year (Head XVI of income) and the balance at the end of the year (Head XVIII of expenditure).

(c) If the balance at the end of the year exceeds the balance at the commencement, take the difference from (a) (income from rates). If the balance at the end of the year is less than the balance at the beginning, add the difference to (a) (income from rates).

(d) Deduct 7 per cent from the result.

(e) Divide the result obtained in (d) by the average number of children on the rolls in public elementary schools in the area of the charging authority. The result will represent the cost per child per year of fifty-two weeks.

(f) The payment to be made in respect of an individual institution child will be dependent upon the number of weeks (inclusive of holidays) during which he is resident in an institution and is on the roll of a public elementary school, a period of three days and less than seven being taken as a week, and a period of less than three days being disregarded.

It will be observed that the uniform percentage deduction of 7 per cent is made in respect of that part of the expenditure on elementary education which is not attributable to the education of children in public elementary schools. The amount of the actual percentage varies in different areas but a uniform percentage of 7 per cent is taken in order to avoid the elaborate calculations which would otherwise be necessary.

130. Education Accounts (Annual Statements) Order, 1921.

The following extract, taken from the Education Accounts Order with the schedules, will show what type of return it is necessary to prepare for the Board of Education and the Ministry of Health.

This Order, of necessity, governs the form of the accounts which it is necessary to keep in the office, and even if the accounts are kept by the borough or county treasurer, it will be necessary for the education office to know the details of this Order, so that the accounts passes to the treasurer for payment may be correctly marked as to the heading under which they should be charged.

Sect. 3 of the Accounts Order states—

3. (1) Subject to any direction which the Minister may hereafter give, the council shall prepare and submit to the district auditor, at the audit for the year ending on the 31st day of March, 1922, and for each succeeding year, a statement, in duplicate, in the form hereinafter prescribed, in relation to the accounts kept by the council of their receipts and expenditure under the Education Acts, 1902 to 1919.

(2) Where the council are the Local Education Authority for the purposes of the Education Act, 1921, or for the purpose of Elementary Education of that Act, the statement shall be in the form set forth in the schedule to this Order, and shall contain the particulars specified or referred to in the said form, so far as they are applicable.

(3) Where the council are not the Local Education Authority for the purposes of the Education Act, 1921, or for the purpose of Elementary Education of that Act, and in any year spend money for the purpose of supplying or aiding the supply of education other than elementary, the statement shall, with the necessary modifications, be in the form set forth in the schedule to this Order, and shall contain the particulars specified or referred to in the said form as so modified, so far as they are applicable.

(4) The certificate of the district auditor to be appended to each of the duplicate statements shall be in the form set forth at the foot of pages 4 and 5 of the statement; and one of the statements shall, after it has been duly certified by the district auditor, be forwarded by him to the Board of Education.

THE SCHEDULE

EDUCATION ACCOUNT

.....¹ Insert name
of Authority.

Note.—This Form is drawn on the basis of Income and Expenditure.
If, however, the Authority's Accounts are kept upon the basis
of Receipts and Payments the Form may be used to show
Receipts and Payments. The statement below should be
completed to show upon which basis the Account has been
prepared.

The Account herein represents

¹ Strike out words that do not apply. { ¹ Income and Expenditure.
Receipts and Payments.

Signature.....
Responsible Accounting Officer

EDUCATION

TABLE I.—ELEMENTARY EDUCATION.—

INCOME.	
	£ s. d.
I. Rates	
II. Grants other than those included against Item XII—	
1. From the Board of Education	
2. Under the Agricultural Rates Act, 1886	
III. Endowments	
IV. Income from Sinking Funds	
V. Schools for blind, deaf, defective, and epileptic children	
VI. Nursery schools	
VII. Evening play centres	
VIII. Supplementary social and physical training, camps, etc.	
IX. Provision of meals	
X. Medical inspection and treatment	
XI. From other Local Education Authorities (income not included under preceding heads)	
XII. Work aided by Government Departments other than the Board of Education	
XIII. Work wholly re-chargeable to Government Departments or other Bodies	
XIV. Other income	
XV. Total income	
XVI. Balance brought forward at commencement of the year	
	£

TABLE II.—HIGHER EDUCATION.—

INCOME.	
	£ s. d.
I. Rates	
II. Grants other than those included against Item IX—	
1. Residue Grant (Exchequer Contribution Account)	
2. From the Board of Education	
3. Treasury grant—Wales	
III. Endowments	
IV. Income from Sinking Funds	
V. Fees	
VI. Sale of books, food, and other articles	
VII. From other local authorities (income not included under preceding heads)	
VIII. Supplementary social and physical training, camps, etc.	
IX. Work aided by Government Departments other than the Board of Education	
X. Work wholly re-chargeable to Government Departments or other Bodies	
XI. Other income	
XII. Total income	
XIII. Balance brought forward at commencement of the year	
	£

I hereby certify that I have compared the entries in Tables I and II above with the accounts of disallowances of £ on Elementary Education Accounts and of £ on Higher Education

ACCOUNT

SUMMARY OF REVENUE ACCOUNT

EXPENDITURE.		£ s. d.
I. Public elementary schools		
II. Schools for blind, deaf, defective, and epileptic children		
III. Nursery schools		
IV. Evening play centres		
V. Supplementary social and physical training, camps, etc.		
VI. Provision of meals		
VII. Medical inspection and treatment		
VIII. Loan charges		
IX. Administration		
X. Inspection (other than Medical Inspection)		
XI. Adjustment with other Local Education Authorities (expenditure not included under preceding heads)		
XII. Work aided by Government Departments other than the Board of Education		
XIII. Work wholly re-chargeable to Government Departments or other Bodies		
XIV. Other expenses		
XV. Total expenditure		
XVI. Transfers to Loan and Capital Account		
XVII. Total expenditure, including transfers		
XVIII. Balance at end of year		

SUMMARY OF REVENUE ACCOUNT

EXPENDITURE.		£ s. d.
I. Universities		
II. Colleges, etc., for the training of teachers		
III. Secondary schools		
IV. Statutory Day Continuation Schools		
V. Other forms of further education, e.g. Technical Schools and Classes, Schools of Art, Evening Schools and Classes		
VI. Supplementary social and physical training, camps, etc.		
VII. Medical inspection and treatment		
VIII. Aid to students		
IX. Loan charges		
X. Administration		
XI. Inspection (other than Medical Inspection)		
XII. Adjustment with other local authorities (expenditure not included under preceding heads)		
XIII. Work aided by Government Departments other than the Board of Education		
XIV. Work wholly re-chargeable to Government Departments or other Bodies		
XV. Other expenses		
XVI. Total expenditure		
XVII. Transfers to Loan and Capital Account		
XVIII. Total expenditure, including transfers		
XIX. Balance at end of year		

the Council, and that I have ascertained by audit the correctness of such accounts (subject to Accounts).

As witness my hand this

day of

19

District Auditor.

TABLE III.—ELEMENTARY EDUCATION

[illegible]

¹ Including the Annual Value of any Government property in respect of which contributions in lieu of rates are received.

² Where it is more convenient the particulars may be entered in a separate schedule to be attached to the account.

REVENUE ACCOUNT.—DETAILS

EXPENDITURE.				
I. PUBLIC ELEMENTARY SCHOOLS (see details below) II. SCHOOLS FOR BLIND, DEAF, DEFECTIVE AND EPILEPTIC CHILDREN (see details below) III. NURSERY SCHOOLS (see details below) IV. EVENING PLAY CENTRES (see details below)				£ s. d.
Carried forward				
	I. Public elementary schools.	II. Schools for blind, deaf, defective and epileptic children.	III. Nursery Schools.	IV. Evening play centres.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
(a) Expenses on schools or centres maintained by the Authority—				
1. Salaries of teachers ¹	—	—		
2. Salaries of Superintendents Assistants, Nurses, etc.				
3. Books and stationery				
4. Furniture, apparatus and equipment				
5. Rent				
6. Upkeep of buildings and grounds (including repairs and insurance)				
7. Fuel, light and cleaning				
8. Rates and taxes				
9. Organization of physical training—				
(a) Salaries of organizers		—	—	—
(b) Travelling expenses of organizers		—	—	—
10. Boarding expenses not included above			—	—
11. Conveyance of children			—	—
12. Other expenses (state particulars)—				
12. Totals				
(b) Contributions to schools or centres maintained by other Local Education Authorities (state Authorities and purpose)—				
(c) Contributions to schools or centres maintained by other bodies or persons (state Authorities and purpose)—				
(d) Other expenses on schools not maintained by the Authority (state particulars)—				
Totals	£			

¹ Any expenditure other than salaries of teachers engaged in teaching children in public elementary schools (e.g. travelling expenses, salaries of school inspectors, etc.) should not be included here.

TABLE III.—ELEMENTARY EDUCATION

INCOME.			
	£	s.	d.
Brought forward			
II. GRANTS other than those included against item XII—			
1. From the Board of Education—			
(a) Substantive grant			
(b) Deficiency grant			
(c) Other grants (if any)			
2. Under the Agricultural Rates Act, 1886			
III. ENDOWMENTS			
IV. INCOME FROM SINKING FUNDS			
V. SCHOOLS FOR BLIND, DEAF, DEFECTIVE, AND EPILEPTIC CHILDREN—			
1. From other Local Education Authorities (state Authorities and purpose)—	£	s.	d.

2. Paid by or recovered from parents			
3. From other sources (state particulars)—	£	s.	d.

VI. NURSERY SCHOOLS—			
1. From other Local Education Authorities (state Authorities and purpose)—			

2. From other sources (state particulars)—			

VII. EVENING PLAY CENTRES—			
1. From other Local Education Authorities (state Authorities and purpose)—			

2. From other sources (state particulars)—			

Carried forward	£	s.	d.

REVENUE ACCOUNT.—DETAILS

EXPENDITURE.		
	£ s. d.	£ s. d.
Brought forward		
V. SUPPLEMENTARY SOCIAL AND PHYSICAL TRAINING, CAMPS, ETC. (Education Act, 1921, Sect. 86)—		
1. Holiday or school camps		
2. Centres and equipment for physical training, playing fields, school baths, school swimming baths		
3. Other facilities for social and physical training in the day or evening (state particulars)—	£ s. d.	

VII. PROVISION OF MEALS [Education (Provision of Meals) Acts]—		
1. Salaries and wages		
2. Books and stationery		
3. Furniture, apparatus and equipment		
4. Rent		
5. Upkeep of premises (including repairs and insurance)		
6. Fuel, light and cleaning		
7. Rates and taxes		
8. Purchase of food		
9. Carriage of food		
10. Conveyance of children		
11. Other expenses (state particulars)—	£ s. d.	

VII. MEDICAL INSPECTION AND TREATMENT—		
1. Salaries		
2. Printing, stationery and postage		
3. Drugs, materials, apparatus (including spectacles)		
4. Hospitals, nursing associations, etc.		
5. Travelling		
6. Rent		
7. Upkeep of premises (including repairs and insurance)		
8. Fuel, light, and cleaning		
9. Rates and taxes		
10. Conveyance of children		
11. Other expenses (state particulars)—	£ s. d.	

VIII. LOAN CHARGES— ¹		
1. Interest (including income tax)		
2. Principal repaid otherwise than out of Sinking Fund ²		
3. Contributions to Sinking Funds ³		

Carried forward	£ s. d.	

¹ It is estimated that of this sum £ is in respect of Medical Treatment (Education Act, 1921, Sect. 81).

² Excluding loan charges to be shown under Head XII.

³ Loans paid off by means of re-borrowings should not be entered here; they should be entered in Table V.

⁴ Any amounts set aside for sinking, loans, or redemption funds, but remaining in the Treasurer's hands at the end of the year should be included here as expenditure.

TABLE III.—ELEMENTARY EDUCATION

INCOME.			
		£ s. d.	£ s. d.
Brought forward			
VIII. SUPPLEMENTARY SOCIAL AND PHYSICAL TRAINING, CAMPS, ETC. (Education Act, 1921, Sect. 86)—			
IX. PROVISION OF MEALS—			
1. From other Local Education Authorities (state Authorities and purpose)—	£ s. d.		
2. Paid by or recovered from parents			
3. From other sources (state particulars)—	£ s. d.		
X. MEDICAL INSPECTION AND TREATMENT—			
1. From other Local Education Authorities (state Authorities and purpose)—	£ s. d.		
2. Paid by or recovered from parents			
3. From other sources (state particulars)—	£ s. d.		
XI. FROM ADJUSTMENT WITH OTHER LOCAL EDUCATION AUTHORITIES (income not included under preceding heads) state Authorities and purpose)—			
XII. WORK AIDED BY GOVERNMENT DEPARTMENTS OTHER THAN THE BOARD OF EDUCATION—			
	Home Office (Industrial Schools).	Other Government Departments.	
	£ s. d.	£ s. d.	
1. Grants			
2. From parents			
3. Other local authorities			
4. Other income			
Carried forward			£

REVENUE ACCOUNT.—DETAILS

EXPENDITURE.		£ s. d.	£ s. d.
Brought forward			
IX. ADMINISTRATION—1			
1. Salaries, wages and allowances			
2. Office accommodation—			
(a) Fuel, light, and cleaning			
(b) Furniture and equipment			
(c) Rent			
(d) Upkeep of buildings (including repairs and insurance)			
(e) Rates and taxes			
3. Printing, advertising, stationery, postage, etc.			
4. Travelling expenses—			
(a) Of members of the Local Education Authority			
(b) Other			
5. Legal expenses			
6. Other expenses (state particulars)—			
_____		£ s. d.	

X. INSPECTION (other than Medical Inspection)—			
1. Salaries and emoluments			
2. Travelling expenses			
3. Other expenses (state particulars)—			
_____		£ s. d.	

XI. BY ADJUSTMENT WITH OTHER LOCAL EDUCATION AUTHORITIES (expenditure not included under preceding heads) state Authorities and purpose—			

XII. WORK AIDED BY GOVERNMENT DEPARTMENTS OTHER THAN THE BOARD OF EDUCATION—4			
(a) Industrial schools—			
1. Expenses on schools maintained by the Authority—			
(i) Salaries of teachers			
(ii) Loan charges			
(iii) Other expenses			
2. Contributions to schools maintained by other Local Education Authorities			
3. Contributions to schools maintained by other bodies or persons			
4. Other expenses (state particulars)—			

(b) Other work (state particulars including name of aid-giving Depart- ment)—			

Carried forward			

¹ Expenditure on Administration relating partly to elementary and partly to higher education should be apportioned. Salaries of school medical officers and school nurses should be entered under Head VII.

¹ Include under this head all expenditure in connection with work within the purview of other Government Departments whether Administration, Loan Charges or any other items for which separate heads appear in this Account.

TABLE III.—ELEMENTARY EDUCATION

INCOME.			
		£ s. d.	£ s. d.
Brought forward			
XIII. WORK WHOLLY RE-CHARGEABLE TO GOVERNMENT DEPARTMENTS OR OTHER BODIES (state particulars including name of appropriate Department or Body and period covered)— ¹			

XIV. OTHER INCOME—			
1. Salaries of teachers in Public Elementary Schools refunded .			
2. Audit disallowances of previous year repaid (state particulars)—			

3. Other income (state particulars)— ²			

XV. TOTAL INCOME			
XVI. BALANCE AT COMMENCEMENT OF YEAR			
TOTAL			

¹ The total of this head should be the income receivable for the year from the Government Department or other Bodies to which the expenditure is re-chargeable.

² Small items not exceeding £5 may be classed as "Miscellaneous."

REVENUE ACCOUNT.—DETAILS

EXPENDITURE.		
Brought forward	£ s. d.	£ s. d.
XIII. WORK WHOLLY RE-CHARGEABLE TO GOVERNMENT DEPARTMENTS OR OTHER BODIES (state particulars including name of appropriate Department or Body and period covered)— ¹		

XIV. OTHER EXPENSES—		
1. Endowments paid to Overseers of Parishes under Section 41 (2) of the Education Act, 1921		
2. Expenditure under Section 23 of the Education Act, 1921		
3. Other Expenses (state particulars)— ²		
_____	£ s. d.	

XV. TOTAL EXPENDITURE		
XVI. TRANSFERS TO LOAN AND CAPITAL ACCOUNT, TABLE V (state particulars)—	£ s. d.	

XVII. TOTAL EXPENDITURE (including transfers)		
XVIII. BALANCE AT END OF YEAR		
TOTAL		

¹ The total of this head should agree with the total of expenditure to be included in the claims for the year to be rendered to the Government Department or other Bodies to which the expenditure is re-chargeable.

² Small items of expenditure not exceeding £5 may be classed as "Miscellaneous." •

TABLE IV.—HIGHER EDUCATION

[illegible]

¹ Including the annual value of any Government property in respect of which contributions in lieu of rates are received.

REVENUE ACCOUNT.—DETAILS

EXPENDITURE.				
I. UNIVERSITIES (state particulars)—		£	s.	d.
II. COLLEGES, ETC., FOR THE TRAINING OF TEACHERS (see details below) . . .				
III. SECONDARY SCHOOLS (see details below)				
IV. STATUTORY DAY CONTINUATION SCHOOLS (see details below)				
V. OTHER FORMS OF FURTHER EDUCATION, e.g. TECHNICAL SCHOOLS AND CLASSES, SCHOOLS OF ART, EVENING SCHOOLS AND CLASSES, ETC. (see details below) .				
Carried forward		£		

	II. Colleges, etc., for the training of teachers.	III. Secondary Schools.	IV. Statu- tory Day Continuation Schools.	V. Other forms of further education.
	£	s.	d.	£
(a) Maintained by the Authority—				
1. Salaries of teachers . . .				
2. Books and stationery . . .				
3. Furniture, apparatus and equipment				
4. Rent				
5. Upkeep of buildings and grounds (including re- pairs and insurance) . . .				
6. Fuel, light and cleaning . .				
7. Rates and taxes				
8. Clerical assistance at the institutions				
9. Boarding expenses not included above				
10. Other expenses (state par- ticulars)—				
11. Totals				
(b) Maintained by other Local Au- thorities for Higher Education				
(c) Maintained by Local Authori- ties, not Local Authorities for Higher Education				
(d) Maintained by other bodies or persons				
Totals				

TABLE IV.—HIGHER EDUCATION

[illegible]

REVENUE ACCOUNT.—DETAILS

EXPENDITURE.			
		£ s. d.	£ s. d.
Brought forward			
VI. SUPPLEMENTARY SOCIAL AND PHYSICAL TRAINING, CAMPS, ETC. (Sect. 86, Education Act, 1921)—			
1. Holiday or school camps			
2. Centres and equipment for physical training, playing fields, school baths, school swimming baths			
3. Other facilities for social and physical training in the day or evening, specifying them—			
VII. MEDICAL INSPECTION AND TREATMENT— ¹			
1. Salaries			
2. Printing, stationery, and postage			
3. Drugs, materials apparatus (including spectacles)			
4. Hospitals, nursing associations, etc.			
5. Travelling			
6. Rent			
7. Upkeep of premises (including repairs and insurance)			
8. Fuel, light and cleaning			
9. Rates and taxes			
10. Other expenses (state particulars)—		£ s. d.	
VIII. AID TO STUDENTS—			
	Tuition fees.		Mainten- ance allow' ances.
	Paid to L.E.A.'s.	Paid to students or other bodies or persons.	
	£ s. d.	£ s. d.	£ s. d.
1. At Universities			
2. „ Colleges, etc., for training of teachers			
3. „ Secondary schools			
4. „ Statutory Day Continuation Schools			
5. „ Technical Schools, etc.			
Carried forward			£

¹ It is estimated that of this sum £ is in respect of Medical Treatment. (Sect. 81, Education Act, 1921.)

TABLE IV.—HIGHER EDUCATION

INCOME.					
Brought forward					£ s. d.
V. FEES (other than those included under Item IX)					
VI. SALE OF BOOKS, FOOD AND OTHER ARTICLES (other than those included under Item IX)					
VII. FROM OTHER LOCAL AUTHORITIES, income not included under preceding heads (see details below)					
Carried forward					£

	Colleges, etc., for the training of teachers.	Secondary Schools.	Statutory Day Continua- tion Schools.	Further Education, e.g. Technical Schools, Schools of Art, etc.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
V. Fees					
VI. Sale of books, food, and other articles					
VII. From other local authorities (in- come not included under preceding heads; state au- thorities and pur- pose—					

Totals					

64.

REVENUE ACCOUNT.—DETAILS

EXPENDITURE.		
	£ s. d.	£ s. d.
Brought forward		
IX. LOAN CHARGES— ¹		
1. Interest (including Income Tax)		
2. Principal repaid otherwise than out of Sinking Fund ²		
3. Contributions to Sinking Fund ³		
X. ADMINISTRATION—		
1. Salaries, wages and allowances		
2. Office accommodation—		
(a) Fuel, light and cleaning		
(b) Furniture and equipment		
(c) Rent		
(d) Upkeep of buildings (including repairs and insurance)		
(e) Rates and taxes		
3. Printing, advertising, stationery, postage, etc.		
4. Travelling expenses—		
(a) Of members of the Local Education Authority		
(b) Other		
5. Legal expenses		
6. Other expenses (state particulars)—	£ s. d.	

XI. INSPECTION (other than Medical Inspection)—		
1. Salaries and emoluments		
2. Travelling expenses		
3. Other expenses (state particulars)—	£ s. d.	

XII. ADJUSTMENT WITH OTHER LOCAL AUTHORITIES (expenditure not included under preceding heads), state authorities and purpose—		

Carried forward		

¹ Excluding loan charges to be shown under Head XIII.
² Loans paid off by means of re-borrowings should not be entered here; they should be entered in Table V.
³ Any amounts set aside for sinking, loans or redemption funds, but remaining in the Treasurer's hands at the end of the year should be included here as expenditure.
⁴ This sum includes £ . . . expenditure directly incurred under Sect. 107, Education Act, 1921.

TABLE IV.—HIGHER EDUCATION

INCOME.		
Brought forward		£ s. d.
VIII. SUPPLEMENTARY, SOCIAL AND PHYSICAL TRAINING, CAMPS, ETC. (Sect. 86, Education Act, 1921)—		£ s. d.
IX. WORK AIDED BY GOVERNMENT DEPARTMENTS OTHER THAN THE BOARD OF EDUCATION—		
	Work aided by the Ministry of Agriculture.	Work aided by other Government Departments.
1. Grants	£ s. d.	£ s. d.
2. Fees		
3. Sale of books, etc.		
4. Other local authorities		
5. Other income		
		£
X. WORK WHOLLY RE-CHARGEABLE TO GOVERNMENT DEPARTMENTS OR OTHER BODIES (state particulars including name of appropriate Department or Body and period covered)— ¹		£ s. d.
XI. OTHER INCOME, specifying—		
1. Medical Treatment		
Audit disallowances of a previous year repaid (state particulars)—		£ s. d.
3. Other income (state particulars)— ²		£ s. d.
XII. TOTAL INCOME		
XIII. BALANCE AT COMMENCEMENT OF THE YEAR, including balances of Scholarship and other Trust Funds		
TOTAL		£

¹ The total of this Head should be the income receivable for the year from the Government Department or other Bodies to which the expenditure is re-chargeable.

² Small items not exceeding £5 may be classed as "Miscellaneous."

REVENUE ACCOUNT.—DETAILS

EXPENDITURE.	
Brought forward	£ s. d.
XIII. WORK AIDED BY GOVERNMENT DEPARTMENTS OTHER THAN THE BOARD OF EDUCATION— ¹	
1. Agricultural Education (within the purview of the Ministry of Agriculture)	£ s. d.
2. Other work (state particulars)— _____ _____	
XIV. WORK WHOLLY RE-CHARGEABLE TO GOVERNMENT DEPARTMENTS OR OTHER BODIES (state particulars including name of appropriate Department or Body and period covered)— ²	
_____ _____ _____	£ s. d.
XV. OTHER EXPENSES (state particulars)— ³	
_____ _____	£ s. d.
XVI. TOTAL EXPENDITURE	
XVII. TRANSFER TO LOAN AND CAPITAL ACCOUNT TABLE V (state particulars)—	
_____ _____	£ s. d.
XVIII. TOTAL EXPENDITURE (including transfers)—	
XIX. BALANCE AT END OF THE YEAR—	
Including the following balances of Scholarship and other Trust Funds— _____ _____ _____	£ s. d.
TOTAL	

¹ Include under this Head all expenditure in connection with work within the purview of other Government Departments, whether Administration, Aid to Students, Loan Charges, or any other items for which separate heads appear in this Account.

² The total of this Head should agree with the total of expenditure to be included in the claims for the year to be rendered to the Government Department or other Bodies to which the expenditure is re-chargeable.

³ Small items of expenditure not exceeding £5 may be classed as "Miscellaneous."

TABLE V.—LOAN

INCOME.			
	ELEMEN- TARY EDUCA- TION.	HIGHER EDUCA- TION.	TOTAL.
	£ s. d.	£ s. d.	£ s. d.
LOANS RAISED IN RESPECT OF—			
I. Education offices		—	
II. Public elementary schools		—	
III. Schools for blind, deaf, defective, and epileptic children		—	
IV. Industrial schools		—	
V. Colleges, etc., for the training of teachers	—		
VI. Secondary schools	—		
VII. Statutory Day Continuation Schools	—		
VIII. Other forms of further education, e.g. Technical Schools and Classes, Schools of Art, Evening Schools and Classes, etc.	—		
IX. Other purposes— _____ _____ _____			
X. Other Capital Income— _____ _____ _____			
XI. TOTAL INCOME			
XII. LOANS REBORROWED			
XIII. TRANSFERS FROM REVENUE ACCOUNT			
XIV. Balance in hand at commencement of year (if any)			
XV. Balance overspent at end of year (if any)			
	£		

TABLE VI.—SINKING

INCOME.			
	ELEMEN- TARY EDUCA- TION.	HIGHER EDUCA- TION.	TOTAL.
	£ s. d.	£ s. d.	£ s. d.
I. Contributions from Revenue Account			
II. Balance at commencement of year		£	
	£		

AND CAPITAL ACCOUNT,

EXPENDITURE.			
	ELEMEN- TARY EDUCA- TION.	HIGHER EDUCA- TION.	TOTAL.
	£ s. d.	£ s. d.	£ s. d.
EXPENDITURE IN RESPECT OF—			
I. Education offices		—	
II. Public elementary schools		—	
III. Schools for blind, deaf, defective, and epileptic children		—	
IV. Industrial schools		—	
V. Colleges, etc., for the training of teachers	—		
VI. Secondary schools	—		
VII. Statutory Day Continuation Schools	—		
VIII. Other forms of further education, e.g. Technical Schools and Classes, Schools of Art Evening Schools and Classes	—		
IX. Other purposes— _____ _____ _____			
X. TOTAL EXPENDITURE			
XI. LOANS REPAID OUT OF (OR IN ANTICIPATION OF) RE-BORROWINGS			
XII. Balance overspent at commencement of year (if any)			
XIII. Balance in hand at end of year (if any)	£		
FUND ACCOUNT			
EXPENDITURE.			
	ELEMEN- TARY EDUCA- TION.	HIGHER EDUCA- TION.	TOTAL.
	£ s. d.	£ s. d.	£ s. d.
I. Amount applied to repayment of debt			
II. Balance at end of year— 1. Invested 2. Uninvested			
	£		

TABLE VII.—APPORTIONMENT OF LOAN SERVICE CHARGES AND
31ST MARCH,

NOTE.—The par value of Stock should be included in Columns 2
amount of cash actually received on the

Purpose of Loans.	Loans outstand- ing at beginning of year.	Loans raised during year. ¹	Interest paid during the year—gross.
1	2	3	4
Education offices	£	£	£
Elementary education— Public elementary schools			
Schools for blind, deaf, defective, and epileptic children			
Industrial schools			
Other purposes			
Higher Education— Colleges, etc., for the training of teachers			
Secondary schools			
Statutory Day Continuation Schools .			
Other forms of further education, e.g. Technical Schools, etc. . . .			
Other purposes			
GRAND TOTAL		1	

Notes.—Loans raised for the repayment of loans and repayments made out of borrowed money
repayment, and has not been so applied, or a loan, which it is intended to re-borrow,
outstanding debt shown on the Statement with that shown on the Balance Sheet.

¹ Col. 3.—Including £———premium on issue of Stock and excluding £———
discount on issue of Stock.

CHAPTER XVII

ESTIMATES OF INCOME AND EXPENDITURE

131. Necessity for Accurate Estimates.

As the net expenditure for educational purposes must be met by grants from the Imperial Exchequer or from local rates, it is essential that estimates must be prepared some time in advance, so that both the Central Education Authority and the Local Education Authority may know what amount of money will be required.

The preparation of reliable estimates is a very important part of the work of a Local Education Authority.

The financial year of a Local Education Authority is from the 1st of April to the 31st March following. This coincides with the national financial year.

132. Forecast of Estimates for Board of Education.

The Chancellor of the Exchequer must present his Budget to the House of Commons early in the year, and to enable him to do this he must obtain information in advance from all the different Government departments concerning their probable requirements.

As the amount required by the Minister of Education is dependent upon the expenditure by the Local Education Authorities, the Board of Education require preliminary estimates to be sent to them early in the November of the preceding year : The preliminary estimates for the year 1st April, 1927, to 31st March, 1928, must be sent to the Board early in November, 1926.

In addition, a preliminary statement must be sent to the Board in November of all proposed capital expenditure, differentiating between the requirements for elementary education and higher education.

Information must be given as to whether it is intended that the proposed expenditure will be met from revenue or by means of a loan. This information is necessary, as the amount of grant for the year to be provided by the Board may be materially affected if paid from revenue ; while it is chiefly future commitments which will be affected by loans.

Formerly when the Board's grants did not include any specific aid towards the cost of land or buildings the loan expenditure did not affect their estimates, but since the 1918 Education Act provided that the grant must be at least one-half of the net approved expenditure, provision towards capital expenditure has become an important item in the Budget.

The copy of Form 887 F, shown on next page, for elementary education, and of Form 987 F for higher education will show the headings or grouping of expenditure which the preliminary estimates must show.

N.B.—Just as this book is in course of printing, Circular 1371, dated 25th November, 1925, addressed to the Local Education Authorities by the Board of Education, with reference to the proposed stereotyping of Imperial grants in aid of education by the payment of a " block grant," is causing some considerable discussion amongst Education Authorities. The agitation has brought forth a further memorandum from the Board of Education No. 44, dated 31st December, 1925, modifying the proposal to some extent, but calling upon Local Education Authorities to cut down their financial requirements to a minimum, and also to prepare programmes of education expenditure for the years 1927-30 by 31st March, 1926, on the lines indicated in Circular 1358 and Administrative Memorandum No. 43.

It is not safe at this juncture to prophesy what will be the final settlement of the problem. It is just possible that it may form part of a larger scheme connected generally with the question of Imperial grants in aid of local rates.—[EDITOR.]

Form 887 F.

BOARD OF EDUCATION

L.E.A.

ELEMENTARY EDUCATION

FORECAST OF ESTIMATES, 192.... TO 192....

ESTIMATED NET EXPENDITURE (REVENUE ACCOUNT) IN THE
FINANCIAL YEAR 192.... TO 192....

	Estimated Net Expenditure.	Leave this Column Blank.
	£	£
1. Loan-charges (other than for Education Offices)		
2. Teachers' Salaries (Public Elementary Schools)		
3. Administration (including Loan-charges for Education Offices, and omitting Expenses included in 4)		
4. Special Services (viz., Medical Inspection and Treatment, Provision of Meals, Schools for Blind, Deaf, Defective and Epileptic Children, Organization and Supervision of Physical Training in Public Elementary Schools, Evening Play Centres, and Nursery Schools) .		
5. All other Expenditure		
Total		

Signature of Authorized Officer.....

Date.....

Expenditure attributable to any service in respect of which payments are made by a Government Department other than the Board of Education (e.g. expenditure on Industrial Schools), should be excluded from the above figures.

Form 987 F.

BOARD OF EDUCATION

L.E.A.

HIGHER EDUCATION

FORECAST OF ESTIMATES, 192.... TO 192....

ESTIMATED NET EXPENDITURE (REVENUE ACCOUNT) IN THE
FINANCIAL YEAR 192.... TO 192....

	Estimated Net Expenditure.	Leave this Column Blank.
	£	£
Colleges (including Hostels), Schools, and Classes for the Training of Teachers		
Secondary Schools		
Other Forms of Further Education .		
Loan Charges		
Administration		
All other Expenditure		
Total		

Signature of Authorized Officer

Date

This statement must bear the manuscript signature of an Officer who has been notified to the Board as being authorized to sign, on behalf of the Authority, certificates and other documents with regard to Education.

N.B.—Contributions to Universities, Expenditure on Services in respect of which Grant will be Claimed from other Government Departments, and Expenditure on Services wholly Re-chargeable to other Government Departments or other Bodies, should be Excluded from the Figures given above.

133. Estimates Required for Local Rate.

In a similar way to the Chancellor of the Exchequer, the borough treasurer (or the county treasurer) must present his annual statement of probable income and expenditure to the Finance Committee of the council. The Finance Committee in turn presents this to the council with a recommendation as to the rate in the £ which will be necessary to meet the proposed expenditure.

On this account the Education Department (along with all other municipal departments) must provide the treasurer with the necessary information. As a rule, the education estimates are fairly complete (except for estimated income from rates, and estimated expenditure on repayment of loans) before being forwarded to the treasurer. In the smallest areas, however, the borough treasurer's department may prepare the whole of the municipal estimates, including educational estimates.

The council, after examination of the estimates, may refer them back to the Finance Committee for further consideration with a view to reduction, with or without an indication of the lines on which such reduction should be made, or with an indication of the amount of rate in the £ by which the expenditure should be reduced, leaving it to the Education Committee to say what items of estimated expenditure must be curtailed to enable the necessary reduction to be made.

The Finance Committee of a county council have special powers as regards the expenditure of the council.

Sect. 80 (3) of the Local Government Act, 1888, states—

Every county council shall from time to time appoint a Finance Committee for regulating and controlling the finance of their county; and, *an order for the payment of a sum out of the County Fund, whether on account of capital or income shall not be made by a county council, except upon a resolution of the council passed on the recommendation of the Finance Committee*; and any costs, debt, or liability exceeding £50 shall not be incurred except upon a resolution of the council passed on an estimate submitted by the Finance Committee.

The council is statutorily restricted by a committee of the council.

There are no similar restrictions in either the Municipal Corporations Act, 1882, or in the Public Health Act, 1875, and it is left to the council of each borough to control its own finances, except in the case of the London borough councils, which are restricted by their Finance Committees, under Sect. 8 (3) of the London Government Act, 1899, similar to county councils.

134. Preparation of Estimates.

The principles underlying the preparation of estimates are the same whether the department be large or small.

In the smallest areas the education officer must do the work himself, as he may have no responsible person serving under him who can assist him.

In areas a little larger the chief assistant may deal with the calculation of some of the details, other members of the office staff providing data on which the estimates may be based, e.g.—

The clerk who checks the pay sheets for teachers would be able to prepare preliminary data for the estimated amount required in the coming year for teachers' salaries, the clerk who deals with the supply of furniture, apparatus, and equipment may prepare data for that branch of expenditure, and so on.

The work in the largest offices would be similar in type, although larger in scope, and the heads of departments would be able to provide data for their own section of the work, and where there is a separate financial section of the education office the data supplied would be collected and utilized in the preparation of the preliminary estimates to be presented to the Board or to the committee for consideration.

135. Estimate of Expenditure on Teachers' Salaries.

As the expenditure on teachers' salaries is one of the largest items for elementary education, some details of the

preparation of this item is taken as an illustration of methods adopted.

In calculating the probable amount to be spent on teachers' salaries during the year, one fairly reliable method is as follows—

1. Prepare a list of the teachers, school by school, who as far as can be foreseen will be serving in the schools on the 1st April of the year for which an estimate is being prepared. In the larger offices typed or printed lists of these are available for use.

2. Enter on the list the new salary which will be paid to each teacher for the year under consideration, allowing for all increments of salary due to individual teachers.

The total of these salaries will give the amount to be spent on salaries during the year under consideration, *on the assumption that there is no change of staff during the year.*

3. Go through the list of schools and make any alterations which will probably be made, either through increase or decrease of staff, or substitution of staff, or through other changes, and thus obtain a more accurate total.

4. Estimate the cost of supply teachers for temporary duty during the year, and add this amount to the adjusted staff total.

5. Further, add to this the estimated amount which will be required for the staff of any new schools to be opened during the year.

The total thus finally obtained should be a fairly reliable estimate for the expenditure of the year under consideration.

Another method adopted is to take the amount spent on salaries in the year just ending, and add to this the amount of annual increases due to teachers for the coming year.

This assumes that the cost of supply teachers and other adjustments will be the same in the coming year as in the preceding year.

If both the above methods are adopted, the results of

one will serve as a check on the other, and if any great discrepancy is shown between the two amounts this should be carefully examined and accounted for, so that it may be seen which of the two amounts is in error or which may be taken as the more reliable.

The same methods would be suitable for salaries of all teachers, whether for elementary education or for higher education estimates.

136. Other Items of Estimated Expenditure.

Similar methods of procedure may be adopted for other headings of the estimate, i.e. to calculate as exactly as possible what will be the probable expenditure, detail by detail, checking the final result with the total actually expended during the preceding year. If there is any great difference between the two, either increase or decrease, this should be accounted for before the total for the estimate is finally settled.

Or, in the case of some items, it may be assumed that the general conditions of the previous year will continue, and the amount expended in the previous year may be entered as the estimate on those items for the coming year without preliminary calculation. It is not a wise procedure to adopt this last method year after year for many years without calculations, or the opportunity for finding some method of reducing expenditure on that item may be missed.

Special attention should be paid to the estimates for expenditure on administration charges, as this is an item more immediately under the control of the chief education officer, and there must be no possibility of any charges of wasteful expenditure being made against the Education Department itself.

137. Estimate of Income.

The income, as a rule, may be considered under three headings—

1. Fees and miscellaneous income ;
2. Grants from the Board of Education or other Government departments ;
3. Local rates.

It will be necessary to estimate the first of these groups before either of the others can be calculated, for the grant is based upon *net* approved expenditure.

138. Estimate of Grant for Elementary Education.

To calculate the amount of the grant to be received from the Board of Education, the regulations of the Board must be strictly adhered to.

(a) In the calculation of the grant in aid of expenditure on teachers' salaries, extra allowances made to individual teachers over the amount strictly due under the Burnham Award and the supplementary recommendation, which the Board may not have approved for grant purposes must be excluded before the three-fifths is calculated; but extra payments for special qualifications which are authorized to be paid out of the special allowance over scale payments are not excluded. The amount excluded comes entirely from the rates.

(b) Any expenditure on special services which has not been sanctioned by the Board must be excluded before the one-half expenditure is calculated; similarly, any maintenance allowance which is not in accordance with the conditions laid down in the Code must be excluded.

(c) All receipts and payments from another Local Education Authority towards the cost of the education of pupils from the area of the other authority must be excluded together with any other expenditure which has not been approved by the Board for grant purposes.

(d) Expenditure on items in aid of which other Government departments make grants must be excluded also.

⁶ This is to prevent duplication of grants. For example, the Home Office makes grants in aid of the expenses of industrial schools, and if in addition the Board of Education make a grant in aid of the expenditure of Local Education Authorities on industrial school cases the Imperial Exchequer would be contributing twice towards the same expenditure, and thus providing what might be considered from one point of view an undue proportion of the cost.

139. Example of Calculation of Grant.

Assume the following items of income and expenditure—

(a) EXPENDITURE—	£
1. Total Expenditure on Teachers' Salaries, including £450 which does not count for Grant	60,500
2. (a) Total Expenditure on Special Services, including £30 paid to a local Dispensary which the Board have not allowed to count for Grant	3,200
(b) Total Maintenance Allowances for Pupils in Elementary Schools, including £50 paid to Pupils below 14	520
3. Other Expenditure, including £150 paid for Industrial School cases, and £200 paid to another L.E.A. for Pupils attending their Schools	10,400
Total Expenditure	<u>£74,620</u>
(b) LOCAL INCOME (excluding Rates)—	£
Contributions from Parents (e.g. for Blind or Deaf Pupils)	44
From Voluntary Managers (towards Fuel and Light, etc.)	220
From other L.E.A.s for Pupils from their area	145
Miscellaneous Items	50
	<u>£459</u>
(c) PRODUCT OF LD. RATE	£1,200

From the above data the grant for elementary education may be calculated—

(a) Teachers' Salaries	£60,500	£
Less Unapproved Payments	450	
Grant = Three-fifths of <u>£60,050</u> =	36,030	
(b) Special Services	3,200	
Less Income from Parents	£44	
„ Unapproved Payments	30	
	<u>74</u>	
Grant = Half of <u>£3,126</u> =	1,563	
Maintenance Allowances	520	
Less for Pupils under 14	50	
Grant = Half of <u>£470</u> =	235	
Carried forward—	<u>£37,828</u>	

	<i>Brought forward—</i>	£37,828
(c) Other Expenditure	10,400	
<i>Less</i> Income (Managers)	£220	
" (Miscellaneous)	50	
" Payments for Industrial Schools	150	
" Payments to other L.E.A.'s	200	
	<u>620</u>	
Grant = One-fifth of	£9,780	= 1,956
		<u>39,784</u>
Deduct from this the amount of a 7d. rate, £1,200 × 7 =		8,400
Total Estimated Grant =		<u>£31,384</u>

140. Estimated Local Rate Required.

The amount required from the local rates can be found by taking the amount of miscellaneous income and the grant from the gross expenditure, and what is left must be provided from the rates. The items of unapproved expenditure referred to above (£450 on teachers' salaries, £30 to a dispensary, etc.), and the excluded expenditure do not count for grant and come into the residue to be provided from the rates, i.e. the *whole* of these items is paid from the rates.

From the data given above, the estimated rate required would be—

Total Expenditure	£	£74,600
<i>Deduct</i> Income	459	
" Grant	<u>31,384</u>	
		<u>31,843</u>
Balance of Expenditure to be met from Rates		<u>£42,757</u>

As 1d. rate produces £1,200—

$$\begin{aligned}
 \text{The estimated Rate required will be} &= \frac{42757}{1200} \text{d. in the } £ \\
 &= 35.63 \text{d. in the } £ \\
 &= 2\text{s. } 11.63 \text{d. in the } £
 \end{aligned}$$

141. Other Points Concerning Grants for Elementary Education.

If the Board of Education grant falls below one-half of the approved net expenditure, then a deficiency grant is paid to make the grant up to the above amount

- (a) If the local rate in the £ is less than 12d. in the £.
 (b) Or if the grant would be more than two-thirds of the approved net expenditure, other adjustments must be made.
 In the above case net approved expenditure would be—

Total Expenditure	£74,600
Less Income (excluding £145 from other L.E.A.'s)	314
<i>Net Expenditure</i>	<u>74,286</u>
<i>Deduct Unapproved Expenses</i>	
Salaries	£450
Special Services	30
Maintenance Allowances	50
Industrial Schools	150
Other L.E.A.'s	200
	<u>880</u>
<i>Net Approved Expenditure</i>	<u>£73,406</u>

Note that both receipts from other Local Education Authorities and payments to other Local Education Authorities are excluded from the calculations when finding *net approved* expenditure.

(a) As the grant in the above case, £31,384, is less than two-thirds of the net approved expenditure, there will be no deduction from the calculated grant on this account.

(b) As the rate required for the balance of the expenditure is more than 12d. in the £, there will be no deduction from the calculated grant on that account.

(c) One-half of the net approved expenditure—

$\frac{£73,406}{2} =$	£36,703
Estimated Grant is less than this	<u>31,384</u>
There will consequently be a Deficiency Grant due of	<u>£5,319</u>

The total grant would be £31,384 + £5,319 = £36,703.

Where it is *known* that there will be a deficiency grant due, the calculation of the grant may be simplified. It is not necessary to take three-fifths of one item, one-fifth of another, and so on. Simply find the net approved expenditure and one-half of this will be the grant due.

142. Final Estimate for Local Rate.

Total Expenditure	£	74,600
Deduct Total Local Income	459	
" " Grant	36,703	
		<u>37,162</u>
Actual Amount Required from the Rates	£	<u>37,438</u>

As 1d. rate produces £1,200—

$$\begin{aligned}
 \text{The actual Rate required will be} &= \frac{37,438}{1,200} \text{d. in the } £ \\
 &= 31 \cdot 2 \text{d. in the } £ \\
 &= 2\text{s. } 7 \cdot 2 \text{d. in the } £.
 \end{aligned}$$

143. Estimate of Grant for Higher Education.

The calculation of the Board of Education grant for higher education is much simpler than formerly. Under Grant Regulations No. 4 for 1921-22, there were no less than forty-nine sets of regulations under which grant was payable: Grants for secondary schools at so much per pupil; grants for evening schools according to the number of student-hours of instruction; grants for the education of intending teachers, and so on. No grants were available towards any educational expenditure unless this came under one or other of the multitudinous regulations. There were no grants towards building or loan charges, and no grants towards the cost of the administration by the education office.

Now the grant is "not less than one-half of the net approved expenditure," which is not so very difficult to calculate after the question has been settled as to what is approved and what is not approved expenditure.

*In practice this minimum grant is the actual grant.

The expenditure on teachers' salaries in secondary schools or technical schools or other educational institutions may be estimated by similar methods to those suggested for teachers in elementary schools.

In estimating the *net approved* expenditure, care must be taken to make allowance in the estimates for the proportionate reduction of the grant towards schools which are not provided by the Local Education Authority but which are aided. (See Grant Regulations No. 4. on p. 163.)

Also to prevent duplication of grants, the following must be excluded—

Grants to universities.

Expenditure on services in respect of which grant will be claimed from other Government departments.

Expenditure on services which are wholly rechargeable to other Government Departments or other bodies.

CHAPTER XVIII

PROVISION OF NEW SCHOOLS

144. Public Notice Required.

SECT. 18 of the Education Act, 1921, states—

Sect. 18. (1) Where the Local Education Authority or any other persons propose to provide a new public elementary school, they shall give public notice of their intention to do so, and the managers of any existing school, or the Local Education Authority (where they are not themselves the persons proposing to provide the school), or any ten ratepayers in the area for which it is proposed to provide the school, may, within three months after the notice is given, appeal to the Board of Education on the ground that the proposed school is not required, or that a school provided by the Local Education Authority, or not so provided, as the case may be, is better suited to meet the wants of the district than the school proposed to be provided, and any school provided in contravention of the decision of the Board of Education on such appeal shall be treated as unnecessary.

(2) If, in the opinion of the Board of Education, any enlargement of a public elementary school is such as to amount to the provision of a new school, that enlargement shall be so treated for the purposes of this section.

(3) Any transfer of a public elementary school to or from a Local Education Authority shall, for the purposes of this section, be treated as the provision of a new public elementary school.

(4) The provision of premises for classes in practical or advanced instruction for children attending from more than one public elementary school shall not be deemed to be the provision of a new public elementary school.

(5) [Sub-section 5 refers chiefly to special conditions for London boroughs, and then continues as follows]—

Schools provided by the Local Education Authority for blind, deaf, epileptic, or defective children and any other schools which, in the opinion of the Board of Education, are not of a local character, shall not be treated for the purposes of this sub-section as public elementary schools.

145. Regulations for Publication of Notice.

The following regulations have been issued by the Board of Education for the publication of notices of the intention to provide a new school (or to purchase a site for one.)—

1. The notice must be published by an advertisement inserted in at least one newspaper circulating in the district.

2. The notice must be published also for three months as follows—

(a) In all cases (except as respects the administrative County of London) by exhibiting copies at usual and convenient public places throughout the area to be served by the school.

(b) In the cases of enlargements of existing schools, or transfers of existing schools to or from the Local Education Authority, by affixing copies to or near the principal outer door of the school.

(c) In the case of new schools to be provided by the Local Education Authority, or enlargements of schools so provided, or transfers of schools to the authority, by affixing copies to or near the principal outer door of the office of the authority.

3. Copies of the notice must be forwarded—

(a) To the Board of Education.

(b) To the Local Education Authority, unless the school is to be provided or enlarged by or transferred to them.

(c) To the Minor Local Authority or authorities of the area to be served by the school.

(d) To the managers of all public elementary schools within two miles (or three-quarters of a mile as respects the administrative County of London) of the proposed school or of the school to be enlarged or transferred.

A copy of each newspaper in which the notice has been advertised must be sent to the Board of Education immediately after its publication.

146. Approval of Board Necessary.

When the three months' public notice required by Sect. 18 (1) above has expired, the Board of Education should be informed of the fact, and a request made for their approval of the proposed new school.

Section 19 of the 1921 Education Act states—

Sect. 19. (1) The Board of Education shall, without unnecessary delay, determine, in case of dispute whether a school is necessary or not, and in so determining, and also in deciding on any appeal as to the provision of a new school, shall have regard to the interest of secular instruction, to the wishes of parents as to the education of their children, and to the economy of the rates; but a school for the time being recognized as a public elementary school shall not be considered unnecessary in which the number of scholars in average attendance, as computed by the Board of Education, is not less than thirty.

(2) Where the managers of an elementary school which is not at the time recognized as a public elementary school apply to the Board of Education for a Parliamentary grant, the Board may, although no appeal is made to the Board under this Act on the ground that the school is not required, refuse the application for the grant, if they think that the school is unnecessary, but shall make a special report to Parliament in every year of any cases in which the grant has been so refused during the preceding year, showing in each case the reasons for the refusal.

147. Requirements as to Plans.

In the case of a new building or of extensive alterations to existing buildings, preliminary or sketch plans drawn either to $\frac{1}{16}$ th or to $\frac{1}{8}$ th in. to a foot should be prepared, and a rough estimate based upon the cubic contents of the building should be submitted with these plans to the Board.

When the scheme and approximate estimates have been approved, full plans should be prepared and submitted to the Board.

When the Local Education Authority are in a position to say exactly what the total cost of the scheme will be, either from tenders received, or upon a close estimate, the forms supplied by the Board should be filled up and sent with the full plans for final approval.

A concise description of the buildings and of the various rooms with their dimensions and uses should accompany the plans. A specification also must be sent with the estimate.

The full plans required include—

(a) A block plan of the site drawn in ink to a scale of 20 ft. to an inch. This plan must show the position of the buildings, playground, drains, boundaries, levels, etc.

(b) A plan of each floor of all the buildings drawn in ink to a scale of 8 ft. to an inch.

(c) Sections, and at least four elevations, also drawn in ink to a scale of 8 ft. to an inch.

N.B.—Under Sect. 166 of the Education Act, 1921, local by-laws concerning giving of notice and submission of plans, etc., do not apply to new buildings for school premises if the Board of Education have approved the plans.

148. Application for a Loan.

When it is intended to apply for a loan to meet any capital expenditure, it must be noted that the Education Committee have no powers to deal with the raising of a loan, for under Sect. 4 (2) (b) of the 1921 Education Act

this power cannot be delegated by the council to the Education Committee.

On this account an *application for a loan must be signed on behalf of the council by the town clerk or clerk to the council, and not by the director of education or secretary to the Education Committee.*

It is customary in many cases, however, for the director or secretary to prepare the necessary estimates and prepare the details required by the Finance Committee of the council. These are generally passed on by him to the borough (or county) treasurer, who presents them, with his observations thereon, to the Finance Committee. If the Finance Committee by resolution recommend the council to make an application for a loan, when this resolution is accepted by the council, it becomes a resolution of the council.

149. Sanction to the Raising of a Loan.

Sanction to the raising of a loan is given by the Ministry of Health and not by the Board of Education.

Any application by a council for sanction to raise a loan for any purpose is considered by the Ministry of Health who, if they think it necessary, may hold a public inquiry. In the case of a loan for educational purposes, if the Board of Education approve of the expenditure, then, as a rule, the Ministry accept this approval and grant the necessary sanction without themselves holding a public inquiry, for under Sect. 156 of the Education Act, 1921, the Board of Education have power to hold inquiries in connection with educational matters.

The particulars required by the Board of Education in the case of the purchase of land, or land and buildings, must be given on Form 349 G. (See copy of form on pages 211-214.)

This form must be sent *in duplicate* to the Board of Education, who will forward one copy to the Ministry of Health.

Estimates and particulars of the cost of erecting a school or other educational institution must be given on Form 353 G. (See pages 215-217.)

In the case of all applications for sanction to loans the Ministry of Health must be furnished with—

1. A copy of the resolution of the council directing the application for sanction to the loan required, and giving the name of the proposed school.

2. A copy (on tracing cloth or paper mounted on linen) of the block plan approved by the Board of Education.

This plan must show the drainage arrangements.

3. A full explanation of the difference (if any) between the amount of the loan and the amount of the estimate approved by the Board of Education.

150. Disposal of Land or Buildings Not Required for Education Purposes.

Under Sect. 114 of the Education Act, 1921, the council may, with the consent of the Board of Education appropriate any land held by them in their capacity as Local Education Authority for any of the purposes of the council, under certain conditions.

Sect. 115 deals with the sale of land acquired or held by the authority which is not required for educational purposes.

If the land or other property was acquired or is held for purposes of elementary education, the provisions of the Charitable Trusts Acts, 1853 to 1894, apply with substitution in those Acts of the Board of Education for the Charity Commissioners.

If the land or other property was acquired or is held for purposes of higher education, the consent of the Board of Education is required, and this may necessitate a public inquiry. The proceeds of the sale must be applied in such manner as the Ministry of Health may sanction towards the discharge of any educational loan or for other capital purposes.

Form 349 G.
S.F. 1a adapted.

BOARD OF EDUCATION

N.B.—When it is intended to apply for a loan, for which the sanction of the Ministry of Health is required, two copies of this Form should be returned to the Board of Education, one of which will be transmitted to the Ministry ; in other cases only one is required.

**PARTICULARS OF PROPOSED LAND, OR
LAND AND BUILDINGS, TO BE ACQUIRED
FOR EDUCATIONAL PURPOSES.**

*[To be forwarded to the Board of Education with the plans described
in paragraph 1 below]*

.....Local Education Authority

.....Proposed School or Institution

.....
 { Sanitary District in which site is situate.
 { If a Rural District the name of the
 { Parish should also be given.

1. Position of Site

[The site plan, drawn to a scale of 20 ft. to an inch, showing the roads, points of the compass, and the levels of the ground, should accompany these forms, together with a small key plan cut or traced from the 2500 Ordnance Survey showing the position of the site and the means of access thereto.]

2. Purpose for which the land is required

3. Approximate Number of Places which it is proposed to provide

[If more than one kind of School is proposed, give particulars of each.]

Area of site in square yards

[If the site is to be used for more than one purpose, the plan should show the apportionment of the area.]

5. Character of surrounding property

(a) It should be stated whether this is residential property, shops, factories, workshops, licensed premises, etc., and the nature of any trades pursued should be mentioned.

(b) If any buildings are directly adjacent to the site they should be described in detail and their height and position should be shown on the plan.

(c) The names of schools and of any other educational institutions in the immediate neighbourhood should be given.

(d) Full particulars should be given of any features in the immediate neighbourhood which are likely to cause disturbance or inconvenience to the school, or to be dangerous to health, or in any way offensive (e.g. noise, smells, crowded street-crossings, railways or sidings, collieries, undesirable trades, etc.).

(e) If any alteration in the character of the surrounding property can be foreseen, particulars should be given.]

6. Character of the soil generally and liability to subsidence (from mining operations, etc.), or dampness or flood

[It is desirable that a sufficient number of trial-holes should be dug, and the sections shown on the plan.]

7. General level of the ground

[The actual levels on various parts of the site should be shown on the plan.]

8. Water Supply, etc.

What source of supply is available for the proposed School?

[If there are any wells or cesspools on adjoining land within 50 ft. of the boundary of the site, they should be marked upon the plan.]

9. Facilities for disposal of the School sewage

[If there are public sewers in the adjoining roads, they should be indicated on the plan, and the invert levels given.]

10. If any buildings are included in the purchase, will these be retained or demolished ?

[If retained, a report upon the construction, age, and present condition of the buildings and drainage should be submitted. Any proposed expenditure upon alteration or enlargement should be furnished in detail upon Form 353 G.]

11. Cost of Land (= per sq. yd.) . . .
 Present Value of any Buildings to be retained
 Legal Expenses
 Other Expenses, if any (in detail) . . .

Total Estimated Cost of Purchase . £

12. Has a valuation of the property been obtained from the District Valuer of the Inland Revenue Department ?
 If so, a copy should be forwarded to the Board.

[As the Board and the Ministry of Health consult the District Valuer officially before sanctioning the purchase of sites and buildings, time may be saved if the Authority obtain a report from him at this stage.]

- If not, what steps have been taken to ascertain whether the purchase price is reasonable ?

13. Are the adjoining roads public or private ? If the latter, what is the estimated cost of making up such roads ?

14. Has a provisional agreement been entered into for the purchase of the site ?

15. What is the nature of the interest to be acquired ?

[If leasehold state period of lease and amount of annual rent reserved, and give particulars of any reservation of mineral rights, or special requirements as to fencing.]

16. Are there any restrictive covenants ?

17. How will the cost be met ?

[In the case of a non-provided School to which a contribution is to be made by a Local Authority, it should, if possible, be ascertained whether a loan will be subsequently required by the Authority.]

Signature

[Of Authorized Officer, Architect, or Correspondent]

18. To be filled up only when it is proposed to defray the whole, or part of the cost, by means of a loan to be sanctioned by the Ministry of Health.

(a) What is the amount proposed to be borrowed ?

[An explanation should be given of any difference between this amount and the total estimated cost of purchase as shown in paragraph 11.]

(b) Is any payment to a salaried officer of the Council included in the proposed loan ?

If so, what amount and to whom ?

(c) What period is desired for the repayment of the proposed loan ?

(Signed)

²Clerk of the Council of

Dated this day of, 192....

¹ The application to the Ministry of Health for sanction to a loan should be accompanied by a copy of the resolution of the Council authorizing the application and by copies of the site plan and key plan.

² This form should be signed by the Clerk of the Council and not by the Secretary of the Education Committee, and all correspondence with the Ministry of Health in reference to the proposed loan should be conducted by the Clerk of the Council.

Form 353 G.
S.F. 7 adapted.

BOARD OF EDUCATION

N.B.—When it is intended to apply for a loan, for which the sanction of the Ministry of Health is required, two copies of this Form should be returned to the Board of Education, one of which will be transmitted to the Ministry; in other cases only one Form is required.

ESTIMATES AND PARTICULARS

-Local Education Authority
- School or Institution
- } Sanitary District in which School is or will
be situate. In the case of a Rural District
the name of the Parish should also be given.
1. In whom is the ownership of the site vested ?
 2. Have the Board of Education approved the site ? If so, give date.....
 3. Will any works be abandoned or superseded on which there is a loan outstanding ? If so, give the original cost of such works and the present debt on them.....
 4. From what source is the School supplied with—
 - ¹(a) Drinking water (*give full details*) ?
 - (b) Water for lavatory use, cleansing, flushing, etc. ?
 5. ²How is the drainage disposed of ?—
 - (a) Foul liquid from water closets, urinals, lavatories and sinks (*give full details*)
 - (b) Roof and surface water.....
 6. ³Description of closets (i.e. whether water, earth, pail, etc.)

¹ If a well is proposed, the site should be marked on the block plan, and a detailed section showing the geological strata to be passed through and the means to be adopted to prevent surface pollution should be furnished, together with a report as to the probability of a pure and sufficient supply of water being obtained.

² Attention is drawn to the Memorandum issued by the Local Government Board in August, 1913, on the arrangements for drainage and disposal of waste matters at public elementary schools.

ESTIMATED EXPENDITURE

	£	s.	d.
1. Cost of site (if included)			
2. Cost of buildings, including boundary walls and outbuildings (as shown in detail on Schedule A)			
3. Cost of Furniture and Fittings (A priced list of the articles should be annexed)			
4. Architect's Commission			
Quantity Surveyor's Fees (if any)			
Clerk of Works' Salary for.....weeks at £.....per week			
5. Legal Expenses			
6. Any other expenses connected with the proposal (Full details to be given)			
TOTAL £			

7. State how the cost of the works has been estimated (e.g. on tenders, quantities, cubic contents, etc.).....

8. Source from which cost is to be met.....

This scheme has been considered as a whole and the above represents the estimated total cost of completion, inclusive of all items.

Signature of Authorized Officer,

Architect, or Correspondent.....

A copy of the resolution of the Council authorizing the application should accompany this Form, together with a block plan showing the drainage.

9. To be filled up only when it is proposed to defray the whole, or part, of the cost by means of a loan to be sanctioned by the Ministry of Health.

(a) Amount of loan for which sanction is desired

An explanation should be given of any difference between this amount and the total estimated cost as given above.

(b) Is any payment to a salaried officer of the Council included in the proposed loan?

If so, to whom and what amount?

(c) Does the site already vest in the Council?

If so, under what authority and for what purpose was it acquired and what is the nature of the tenure?

(d) Period desired for repayment of loan years

(Signed).....

¹ Clerk of the..... Council of.....

Dated this..... day of..... 192.....

¹ If the loan is required for the enlargement or structural alteration of an existing building, a brief report by the Surveyor or Architect of the Local Education Authority should be furnished, stating the age, construction and general condition of the building.

² This form should be signed by the Clerk of the Council and not by the Secretary of the Education Committee, and all correspondence with the Ministry of Health in reference to the proposed Loan should be conducted by the Clerk of the Council.

SCHEDULE A

¹Estimate for All Works included in Items 2 and 6

In all cases a brief specification should be attached

Block No.....	containing.....	cu. ft. at.....	per ft. }
To accommodate.....		Scholars	}
Block No.....	containing.....	cu. ft. at.....	per ft. }
To accommodate.....		Scholars	}
Block No:.....	containing.....	cu. ft. at.....	per ft. }
To accommodate.....		Scholars	}
Heating			
Lighting			
Water Supply			
Sanitary Conveniences			
Other Outbuildings (mention them)—			
.....			
.....			
Drainage			
Head Master's House (including drainage)			
Caretaker's House (including drainage)			
Playgrounds and Playing Fields			
Excavation and Levelling.....		cu. yds.	
at.....		per cu. yd.	
Paving—			

Description.	Area in Square Yards.	Cost per Square Yard.

Boundary Walls and Fencing

Description.	Average Height.	Length in Yards.	Cost per Lineal Yard.

Roads

Sundries—

¹ The cost of any work in the nature of ordinary repairs should be excluded.

CHAPTER XIX

CONCLUSION

151. Continuity of Policy is Essential.

In the Introductory Chapter of this book reference is made to the supervision of the work of the Education Department by Government Departments, and throughout the various chapters of the book there are numerous evidences of the wide extent and closeness of this supervision.

There is one advantage to the youth of the country in this central supervision in that it tends towards a greater uniformity of the general standard of education throughout the country ; the needs of pupils in out-of-the-way places are not overlooked ; and a Local Authority, which for some reason may be apathetic towards educational improvements in their area, may be urged onwards by the Central Authority.

Another result, however, is that unfortunately the connection of the central authority with the government frequently introduces political factors which may adversely affect progress. A change of cabinet or a change of government may cause a complete change of educational policy.

If the Local Education Authorities are to exercise their powers and perform their statutory duties efficiently in the best interests of the children and young persons in their area *there must be some continuity of policy.*

152. Changes of Policy

'During the last few years it has been increasingly difficult for any Education Department to carry on its work satisfactorily owing to governmental changes of policy. Work may be going smoothly, then progress is delayed,

progress again made to be subsequently held up again and so on.

In September, 1920, in Circular 1175, Local Authorities were each asked "to present a definite and concrete plan of development" for the next few years.

On 17th December, 1920, Circular 1185 was issued by the Board of Education to restrict educational expenditure. This circular stated that "except with fresh Cabinet authority schemes involving expenditure not yet in operation are to remain in abeyance." Circular 1190, issued on 11th January, 1921, gave more definite information as to the lines on which the Board's economizing policy should be worked. Other instructions were given in connection with various sections of the work of each Authority, e.g. Circular 1231, September, 1921, aimed at economies in "further education" (evening schools).

By letter, and by personal visits of Inspectors of the Board, advice was given to various Local Authorities to reduce the staff of schools (thereby increasing the size of classes), and to cut down expenditure in various other ways. Educational progress was stayed for some years.

On the 3rd April, 1924, Circular 1190 was withdrawn, a complete change of policy was indicated and educational progress was again possible. Following up this change of attitude other circulars were issued by the Board, drawing attention to certain matters which appeared to be of special importance. Circular 1325 drew attention to the necessity for improvement in the staffing of schools and a reduction in the size of classes; Circulars 1334 and 1335 indicated advisable improvements in the planning of new schools; Circular 1340 drew attention to the need of proper provision for secondary education; the problem of mentally defective children was brought to notice in Circulars 1341 and 1349. A very important Circular 1350, issued on 28th January, 1925, indicated a further necessary increase in the provision of advanced instruction for

pupils in elementary schools, recommending for this purpose a reorganization of schools with the main age division taking place between eleven and twelve. (*Similar to the Blackpool 1920 Scheme. See page 131.*)

Circular 1358, issued on 31st March, 1925, stated that *continuity in educational development is essential*, and asked "Local Education Authorities to consider the more immediate needs in their areas in all grades of education, and to formulate programmes of action covering a definite period." Programmes of work were to be prepared for three or for five years, and to be sent to the Board by 31st December, 1925, or at the latest by Easter, 1926.

The Board's policy as indicated in the above circulars is given in the preceding chapters of this book, e.g. the remarks upon staffing of elementary schools in Chapter VIII is based upon the recent changes in the Code as given in Circular 1360, issued on 3rd April, 1925.

153. Recent Changes.

While the book has been in the press a change of policy has again been made

On 25th November, 1925, Circular 1371 was issued. This indicated that a reduction in the grants payable by the Board to Local Education Authorities was to be made in 1926-27 and in future years, completely changing the system of grant given in Chapter XVIII. Protests were made at meetings of Local Education Authorities, in the Press, and in Parliament, and these changes of grant which would have required statutory authority have been postponed.

On 31st December, 1925, however, Administrative Memorandum 44 was issued by the Board of Education recommending definitely a postponement of capital expenditure, even for schools which the Board had approved unless contractual arrangements had actually been entered into, also recommending reductions in staffing of some schools

and other economies, and asking that considerably reduced estimates for 1926-27 should be sent in by 1st February, 1926.

About the same time officers of the Board recommenced the policy of advising certain authorities to reduce their school staffs, as was done a few years earlier.

In view of such discontinuity of policy it is extremely difficult for education authorities to make progress ; such changes are discouraging to everyone who has the good of the children at heart.

The progressive authorities make their plans and are prevented from carrying them out by reversals of policy just as the educational machine is beginning to move.

154. No Need to Despair of Ultimate Progress.

The chief official of the Education Department must, however, not be too much discouraged. He must be able to take a long view, planning ahead the work he would recommend his Local Education Authority to undertake in the best interests of the young people who will be the men and women of the future. He must be able to take advantage of every favourable current when it serves, and not lose heart when cross currents or adverse currents affect his plans. He must continue working on, hoping on. He must recognize that perseverance will win through.

The general trend of public opinion is in favour of educational improvement and public opinion will tell in the long run.

He who aims at the sky shoots higher
Than he who aims at a tree.

APPENDIX

SOME BOOKS FOR THE EDUCATION OFFICE

EDUCATION LAW

1. **Owen's Education Acts Manual.** 22nd Edition. 1210 pp.
Charles Knight & Co. 57s. 6d.

The 22nd Edition was issued in 1923 and is the standard work dealing with the 1921 Education Act. It contains also such portions of earlier Education Acts as were not repealed by that Act.

The Education (Institution Children) Act, 1923, and the Teachers' Superannuation Act, 1925, were passed after this edition was published, and consequently are not dealt with here.

2. **The Law Concerning Secondary and Preparatory Schools.** 470 pp. (Maclean.) *Jordan & Sons.* 15s. (1909)

Although this book was published before the 1918 or 1921 Education Acts, it will be of service in connection with endowed schools, for the Endowed Schools Acts were not affected by these later Acts, except in so far as procedure may be modified if the Board of Education should recommend that the powers in Section 45 of the 1918 Education Act be made use of.

Sections 45 and 46 of the 1918 Education Act were not repealed by, nor incorporated in, the 1921 Education Act. They form the greater part of the 1918 Act which is still in existence.

3. **The Law for Private Schoolmasters.** 116 pp. (Vaughan Evans.) *Butterworth & Co.* 9s. (1922.)

This book may be useful for reference in an area where there are a number of private schools.

The chapters on Contracts, Headmaster and Parents, and Master and Servant may be useful for reference in connection with Secondary School administration.

The comparison on page 7 between Section 28 of the 1918 Education Act and Section 155 of the 1921 Act is interesting if the conclusion drawn there is correct.

4. **Mental Deficiency Act, 1913.** 3rd Edition. 292 pp.
(R. W. Leach.) *Poor Law Publications Co.* 15s.
(1924.)

The 3rd Edition includes, in addition to the Act, copies of various Orders, Regulations, Rules, and Circular Letters which have been issued in connection with the Act.

COMMITTEE PROCEDURE

5. **A Guide to the Business of Public Meetings.** 132 pp.
(Tayler.) *Effingham Wilson.* 2s. 6d.

OFFICE CALCULATIONS

6. **Wilkin's Pay Tables.** 190 pp. *Jas. Wood & Sons, Cardiff.* 15s.

In the office of an area where teachers are paid for periods of less than a month at a daily rate which varies with the number of days in the month, the book will be a most valuable time-saver. If $\frac{1}{30}$ of a month's salary would be paid for 10 days' service in September, and $\frac{1}{31}$ of a month's salary for 10 days' service in October, the book is almost an essential for the office.

In the office of an area where $\frac{1}{365}$ of a year's salary is paid for 10 days' service in any month, irrespective of the number of days in the month, the book will not be of any service.

7. **Fleming's Tables.** Comprising Loan Repayment and Annuity Tables and Compound Interest Tables.
(Fleming.) Extended and revised by George Buddlo.
Third Edition. *Hadden Best & Co.* 25s. 6d. net.

This book will be found useful in dealing with capital charges : Loan repayment, sinking funds, etc.

REFERENCE BOOKS

8. **Education Authorities Directory.** 1926-7 Edition. *School Government Chronicle Office.* 10s. 6d.

Extremely useful for reference, as it gives detailed information concerning the various Government and Local Education Authorities in Great Britain. This is the only book of its kind published in the United Kingdom of Great Britain and Northern Ireland.

9. **Schoolmasters' Year Book.** (Published annually.) *Year Book Press.* 35s.

This book deals chiefly with schools other than elementary, and forms a directory of schoolmasters in such schools, with particulars of their qualifications and experience which may occasionally be useful when considering applications for important appointments. In addition, however, it contains detailed information concerning the various Local Authorities which deal with Higher Education.

10. **Public Schools' Year Book.** (Published annually.) 246 pp. *Year Book Press.* 10s. 6d.

Whenever a chief education officer is asked by a parent for advice as to a suitable public school for his boy, this book will be of great value, as it gives detailed information concerning the chief public schools in the country.

11. **Girls' School Year Book.** *Year Book Press.* 7s. 6d.

Similar in type to the *Public Schools' Year Book.*

12. **Students' Handbook to Cambridge.** Published annually in September. 680 pp. *Cambridge University Press.* 7s. 6d.

Extremely useful when advising pupils from the Secondary Schools who desire to attend Cambridge University. Particulars are given of the various Colleges, of the College and University Scholarships, of the Tripos and other Examinations, with other information.

N.B.—It is expected that within the next two years the Universities Commission now at work may completely alter the present system of awarding Open University Scholarships. It is extremely probable that the nominal value of the scholarships as such will be reduced, but that maintenance allowances will be granted to winners of scholarships, which will vary with the financial circumstances of the candidate: similar in principle to the Blackpool scheme on p. 125.

There is no similarly comprehensive book published giving corresponding information concerning the Colleges of Oxford University. The following will, however, be found useful for reference on certain points—

13. **General Information** concerning admission and residence. *Oxford University Press.* (Paper covers.) 6d.

14. **Responsions Regulations.** Published annually. *Oxford University Press.* (Paper covers.) 6d.

15. **Examination Statutes.** Published annually. *Oxford University Press.* 3s. 6d.

Information concerning other universities is occasionally required, for this the following may be consulted—

16. **Universities Year Book.** Tenth issue. *G. Bell & Sons.* 7s. 6d.

This book gives some information extracted from the calendars of sixty-seven universities of the British Empire.

WORK OF OTHER MUNICIPAL DEPARTMENTS

As the Education Department is intimately connected with both the Treasurer's and the Town Clerk's Departments, the following books in " Pitman's Municipal Series " will prove extremely useful for reference by officials in the Education Department who are desirous of knowing something of those sections of the work of the municipality which are interdependent with their own section of administrative work.

17. **Principles of Organization.** 92 pp. (Bateson.) *Pitman's.* 3s. 6d.

Besides dealing with matters of general organization of a municipal office, this book describes the methods of collecting and recording statistics and the equipment of the office.

18. **Organization and Administration of the Town Clerk's Department.** 268 pp. (Wright and Singleton.) *Pitman's.* 7s. 6d.

This book epitomizes a large amount of information necessary for the efficient discharge of important municipal duties. It includes a careful survey of the responsibilities of Town Councils and of Justices of the Peace, and the duties devolving upon the Town Clerk's and Justices' Clerk's Departments.

19. **Organization and Administration of the Finance Department.** 276 pp. (Bateson.) *Pitman's*. 7s. 6d.

This book gives a detailed description of the work of the Finance Department of a municipal corporation, with numerous forms and examples of book rulings.

The book is thoroughly practical and will be found of great value to those who are desirous of organizing a Finance Department on lines of efficiency. The author of this book and of No. 17 above is the well-known Editor of "Pitman's Municipal Series."

The following books in the "Municipal Series" will be found helpful to members of an Education Committee who are also members of other municipal committees—

20. **Organization and Administration of the Gas Undertaking.** 132 pp. (Upton.) *Pitman's*. 5s. A volume of interest on Gas administration. Really valuable as a handbook and particularly helpful to ambitious juniors.
21. **Organization and Administration of the Electricity Undertaking.** 188 pp. (Stewart.) *Pitman's*. 6s. Should be on the desk of every Electricity Engineer, Manager, and Accountant.
22. **Organization and Administration of the Tramways Department.** 172 pp. (Marsh.) 6s. *Pitman's*. A manual of Tramways Offices' Organization and Accounting. A really practical handbook with many forms and rulings of books.

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